National Municipal Review

Vol. XXXV, No. 6 Total Number 356

Published monthly except August

By NATIONAL MUNICIPAL LEAGUE

Contents for June 1946

EDITORIAL COMMENT ..... *Alfred Willoughby* 278

WHAT PRICE AID TO SUBURBS? ..... *Carl P. Herbert* 280

THE CHILDREN GET A CHANCE ..... *Hayes A. Richardson* 284

CONFUSED COUNTY PICTURE III ..... *Edward W. Weidner* 288

OKLAHOMA CITIES WEAKENED ..... *H. V. Thornton* 295

NEWS IN REVIEW

CITY, STATE AND NATION ..... *H. M. Olmsted* 299

RESEARCHER'S DIGEST 307

CITIZEN ACTION ..... *Elsie S. Parker* 310

PROPORTIONAL REPRESENTATION ..... *George H. Hallett, Jr.* 316

COUNTY AND TOWNSHIP ..... *Elwyn A. Mauck* 320

TAXATION AND FINANCE ..... *Wade S. Smith* 323

LOCAL AFFAIRS ABROAD ..... *Edward W. Weidner* 327

BOOKS IN REVIEW 330

The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

Some Postwar Projects Can Wait

THE time is here when local and state governments will want to see their postwar plans carried out. Many of these plans are for needed projects postponed during the depression and war years. Rehabilitation of plant and equipment should not, in many places, be put off much longer. Roads, buildings, machinery, water and sewerage systems and other essentials have deteriorated seriously.

But a cautious, conservative attitude is still in order. In much of the planning there has appeared constantly the idea that public works would take up the expected reconversion slack in employment. This attitude helped some projects look more desirable and necessary than they may be in fact. And as things stand today public works actually would compete for both labor and materials with desperately needed home construction and with industrial reconversion. There is no slack to take up.

All projects, especially those conceived under war conditions, should be re-examined now in the light of the situation as it is, not as it was expected to be. They should be made to qualify and meet rigid tests, including these:

Is the project needed now or, without serious loss, could it be postponed?

Will its cost prevent other equally needed projects?

Can the people afford it?

Will actual cost exceed original estimates?

Is it part of a soundly conceived long-range plan?

Will the investment be retired during the useful life of the project?

Is its usefulness commensurate with its cost?

Is it practical in view of the city's prospective fiscal capacity?

Other tests might be added, varying with needs and conditions in specific places.

Costs of labor and materials are high and uncertain. Contractors are not finding it possible to keep their bids within estimates, some bids running more than 200 per cent above estimates which were sound no more than a year ago. Many contractors are reported willing to accept projects only on a cost-plus basis, a condition sometimes illegal for public work.

With the states feeling unusually prosperous and the voters of cities more than ordinarily willing to approve bond issues for major improvements, there is grave danger of a repetition of the profligate spending of the roaring '20s.

True enough, interest rates on municipal bond issues are low and postwar reserves exist, but money cheap to borrow or readily at hand is not cheap to use when costs are inordinately high. The taxpayer will have to be more alert than usual if he is to get his money's worth in public projects pushed through under present conditions.

A New Civic Revival

ONE significant postwar trend is an unprecedented revival of local civic activity. The urge to demand a genuine working democracy in the home town is a healthy thing. The local scene is the ideal place for citizens to get their fundamental training.

There was a similar renaissance after World War I. But this period of readjustment to the ways of peace is witnessing a much more robust movement which is clearly evident in all sections of the country even in areas which up to now have lagged far behind the procession.

Movements and potential movements for the modernization of aged, inadequate state constitutions have begun in half a dozen or more places. In Augusta, Georgia, in Evansville, Indiana, and in other cities independent citizens have recently slapped down tight political machines. Even counties, still the "dark continent of American politics," are finding the people less complacent about the horse-and-buggy style of running public affairs.

As usual, the civic revival is seen most clearly in the increasing number of movements for the adoption of the council-manager plan. During the first five months of this year more than 40 municipalities adopted the plan. The previous record was 48 for the entire year of 1921.

Progress of the council-manager plan is a valid yardstick of civic progress for, as Richard S. Childs, "father" of the manager plan, commented two years ago, it "embraces in a single bundle virtually all those devices . . . recognized as essential to 'good government.' Thus, instead of having to campaign for a responsible but controlled executive, unification of powers, short ballot, annual budgets, merit system of appointments, the non-partisan ballot, etc., the voters have but to say, 'We want the council-manager plan,' and all these things are added unto them. It is, in fact, much easier to secure good local government in one stroke than *seriatim*, for the very name of this streamlined form of government has a selling appeal."

Adoptions of the plan will break all records this year. They are reported from all parts of the country. The first two cities in Alaska adopted the plan by overwhelming majorities and New Hampshire also won its first manager plan communities. The rapid pace probably will continue in the years immediately ahead.

Whereas in the past the plan was usually turned to as a means of escaping notoriously bad political situations or financial difficulties, more and more relatively well run communities are turning to it nowadays in a spirit of desiring to be efficiently organized to cope with an uncertain future. And the future of municipalities is more uncertain than ever. Their costs are skyrocketing. Their tax revenues are not. Anything which can contribute some assurance of efficient operation of local government and a dollar's worth of service for a dollar of tax money is, many citizens figure, all to the good.

They didn't listen to George Washington when he recommended the equivalent of the council-manager plan for the national capital 150 years ago but, as the problems of local government become more and more technical and complex, the taxpayers anxiously seek better ways of handling public affairs. Another generation unquestionably will see the council-manager plan the standard form of government for American cities.

What Price Aid to Suburbs?

St. Paul finds itself helping its satellite communities to grow at expense of vacant areas within city limits.

By CARL P. HERBERT*

LIKE most cities, Saint Paul is confronted with the problem of its suburbs, particularly as to the furnishing of city services to them. Unlike many other metropolitan areas, however, communities adjacent to Saint Paul have grown up despite a low density of population within the city proper. Milwaukee has half the area but double the population of Saint Paul. Minneapolis, with an area practically the same as that of Saint Paul, has a substantially greater population.

Saint Paul has 60,000 satisfactory building lots available for residences. Nevertheless, during the past twenty years the city has seen a substantial residential development in the areas just outside the city limits. From 1930 to 1940 the city increased 6 per cent while the adjacent rural area increased 68 per cent in population. Major factors causing this suburban development have been the increase in the number of automobiles and all-weather highways and availability of electric service for cooking, water and house heating. Some people have chosen these locations for homes in order to have more space than would be possible normally within the city. Others have done so because the suburban tax rate is lower than the city's. The majority of residents outside the city are employed by business or industry located in either Saint Paul or Minneapolis.

Residential development in rural areas is handicapped by the lack of sewer and water services, fire protection and adequate school facilities. These services are an essential part of city life and, with the exception of water supply which is self-supporting, are paid for through taxes. They form an important part of the tax burden on city property. Without these facilities the tax rate on property outside the city will logically be lower than within it and this factor, together with somewhat lower building costs because of less rigid building codes, encourages suburban development.

In new areas, where homes are located some distance apart, individual sanitary disposal and water supply through private wells can be obtained and operated satisfactorily; fire protection is a matter of individual hazard. As these communities grow, however, and homes are closer together, need for services develops.

When a small number of homes are constructed in any area on the outskirts of the city, it is difficult if not impossible for them to make adequate provision for the various

*Mr. Herbert has worked, written and spoken widely on many public problems during his 25 years as secretary and director of the Saint Paul Bureau of Municipal Research. He is co-author of *Postwar Taxes—The Twin City Plan*, published by the Twin Cities Research Bureau of which he is secretary; vice president and secretary of the Minnesota Institute of Governmental Research and a member of the Board of Trustees of the Governmental Research Association.

facilities. It is natural, therefore, to ask the city to extend its services to them. Saint Paul, desirous of maintaining friendly relations with its suburbs, has furnished these services wherever possible. There are at present approximately 1,500 outside connections to the city's sewer system, 2,200 outside connections to the water system, and 800 pupils from outside areas in Saint Paul schools.

Since Saint Paul has a relatively low density of population, the per capita cost of rendering services such as sewers, water, street maintenance, street lighting, etc., is higher than it would be if the large number of vacant areas within the city were developed. Were these areas occupied an increase in population and assessed valuation would result which would aid materially in solving the city's financial problems. Standing as vacant property, they are not producing income and are readily subject to tax delinquency as has been demonstrated during the past decade.

These unused areas, subject to city taxes for sewers, schools, fire protection and other governmental services, are in direct competition with areas outside the city for residential and commercial use. Developed property in the city is also in competition with that in outside areas as to sales value, and this value is directly affected by the various tax rates.

During its growth and development Saint Paul has made a large investment in the facilities necessary for an urban community. The present outstanding indebtedness of the city for improvements is no adequate measure of the city's total investment. It is unreasonable that services obtained from past investment together with present obligations of the residents of Saint Paul should be used to favor the development of competitive property outside city limits while vacant property within the city is required to contribute through taxes for the support of both debt and services. City facilities have been in the past and, with the exception of water service, are now being furnished to outside areas at less than the costs to property lying within the city.

Committee Makes Study

Because of this situation the City Council of Saint Paul requested the Technical Committee—a group of seven of whom six are key city officers as well as trained professional men—to study the suburban problem and make recommendations on the extension of city services to adjacent communities and the charges made for services now being given them. The committee's report was submitted to the Council on February 18. Here is a brief resume.

Sewer Service

The present sewer system of the city of Saint Paul has been built up over a long period of time. Some of the facilities constructed 70 years ago are still in use. While the present outstanding bonded indebtedness on general sewers has been reduced to approximately three million dollars, the actual original cost of the system approximates thirty millions.

The many vacant areas within the city limits tributary to these facili-

ties would, if fully developed, tax their capacity to the utmost. Such development within the city, with its corresponding increase in population and assessed valuation, would also assist materially in the support of municipal service. If the present excess capacity of these facilities, constructed at the expense of taxpayers within the city, is used to serve growing communities outside, no part of the plant will remain for new development of city property.

Additional sewer service to areas outside the perimeter of the city imposes a load on trunk facilities through the city. Enlargement of these facilities is costly and could normally be financed only by bond obligations imposed on city property and paid for through city taxes.

It is plainly evident that interior areas of the city should be fully developed before any general expansion outside the city limits receives encouragement on the part of the city by allocating the reserve capacity of the sewer system to it.

During past years Saint Paul has made some of its facilities available to outside communities and certain annual charges have been made for this service. These charges have always been lower than costs to property of equivalent value within the city if placed on an ad valorem basis of taxation.

In the light of these conditions the committee recommended adoption of the following general policy relative to sewer service to outside communities:

(1) *Existing Connections.* In accepting connections to its sewer system in the past, the city has assumed an obligation to serve these properties and should continue so to do, making charges for this service equivalent to the costs borne by property within the city.

(2) *Extension of Services.* Extention of the sewer system should be considered on an area basis rather than upon individual applications and no further extension should be made outside the city limits.

Water Service

Availability of a central water supply system is an important factor in the successful development of communities outside the city. Closely built residential areas with sewage disposal through individual cesspools or septic tanks constitute a sanitary hazard if such communities are dependent upon individual wells for water supply. The availability of water supply through fire hydrants has an important influence on fire insurance rates.

Believing that further extension of the Water Department's facilities to outside areas will encourage their development and thereby impose a handicap upon development of vacant property within the city, the committee recommended that no major extensions of water mains from the Saint Paul water system be made outside city limits and in no case should any extension be beyond the perimeter of areas which are now being served by contract.

It was further recommended that the charges for water to consumers outside the city limits continue to be one and one-half times those in the city.

Fire Protection

The committee recommended the adoption of the following policy with respect to fire protection service:

1. That communities outside Saint Paul should be required to furnish their own fire protection equipment as soon as it becomes available.

2. That the Fire Department of the city is prepared to furnish adequate fire fighting protection only in those outside communities equipped with water mains and fire hydrants. That any of these areas desiring the service of the Fire Department, until such time as they are able to provide their own facilities, should be charged the full Saint Paul cost computed on an ad valorem basis (for 1944 approximately 2.25 mills on full and true valuation).

3. That communities outside the city not equipped with water mains and fire hydrants desiring service from the Saint Paul Fire Department until such time as they are able to provide their own facilities should be charged on a per hour or per run basis adjusted to reflect full costs of the department for such service.

School Service

For the year 1944 the per pupil cost of education in Saint Paul, (based on average number of pupils, including teachers' retirement but not any capital investment cost) compared with the fees charged non-residents was as follows:

	Cost per Pupil	*Fees Charged*
Kindergarten—		
Grade Schools	$ 89.51	$35.00
Junior High Schools	126.58	70.00
Senior High Schools	143.35	76.50

At the present time there are approximately a hundred grade and seven hundred high school non-resident students enrolled in Saint Paul schools.

The committee recommended adoption of the following policy relative to non-resident students:

(1) That school districts adjacent to Saint Paul be requested to provide their own educational facilities;

(2) That the full actual per pupil cost to the city of Saint Paul, not including capital investment costs, be charged for non-resident students attending city schools;

(3) That non-resident pupils be accepted only in those schools where space is available.

In arriving at its conclusions, the committee recognized the fact that provision of services by the city to outside communities encourages their development to the disadvantage of vacant property development within the city. Its recommendations are based on the belief that any encouragement through the use of city facilities should be for development within rather than outside the city.

EDITOR'S NOTE.—On May 20 a special committee of the Saint Paul City Council accepted the report of the Technical Committee described above and set July 1, 1947, as the date for cutting off fire protection services to outside communities. The committee comprises a majority of the Council and favorable action by that body is anticipated.

The Children Get a Chance

Kansas City experiments in organizing its neighborhoods, bolsters family life and curbs juvenile delinquency.

By HAYES A. RICHARDSON*

WHAT has the war done to our young people? What deep and lasting scars is it going to leave on all of us? These were questions which Kansas City, Missouri, began to ponder in the fall of 1942. The city, through its Welfare Department, and the various social agencies studied social conditions. It was particularly concerned over the increase in juvenile delinquency, divorce, domestic relations cases, and venereal disease, all of which seemed to prophesy a general breakdown in family life.

A careful survey was made by those professionally interested and brought first to the attention of lay boards, then to a large committee composed of representatives of all groups interested in youth. A meeting held on June 2, 1943, recommended: (1) that a youth council be set up; (2) that this council be a fact-finding, interpretive committee to furnish research material for action groups and public and private agencies; (3) that responsibility for initiating this move be left in the hands of the director of welfare.

Studies were continued as to the best method of community organization to meet these social problems. In the summer of 1943 the City Council requested the Welfare Department to submit definite recommendations. It was emphasized that the problem of youth was not that of just one agency, nor of the various social agencies but rather the problem of the various communities that make up the city. It was recognized by the City Council that the responsibility, and certainly the blame, for social disorganization might fall on public agencies; that, if effective organization were not had by private groups, public agencies must take up the task.

The Welfare Department, having gone over the field with public and private groups, lay leaders, church and civic organizations, recommended that a new Division of Community Service be set up by ordinance "to coordinate the resources of the community, to report on social conditions, to plan and recommend programs needed to meet social problems." Its program was based upon the utilization of existing community resources and the development of community responsibility.

The Welfare Department of Kansas City is unique in that it is not a relief department and provides no public assistance. It is, rather, the human side of the city government, interested in all phases of social problems as they affect a large city

*Dr. Richardson is director of welfare of Kansas City, Missouri, and a lecturer at the University of Kansas City where he formerly served as chairman of the Department of Economics. He is on the boards of many social agencies. Previously Dr. Richardson served as economist for the U. S. Department of Agriculture. He has been a member of the faculties of Kansas University and North Carolina State College.

and in no way tied to economic insufficiency. Divisions of the Welfare Department include legal aid, social service, recreation, markets and community service.

Communities Organized

The new Community Service Division was made effective by dividing the city into districts, placing in each a community worker or coordinator, whose first obligation is to know the community which he serves, to be familiar with the social and physical health of that community and to ascertain its needs. His next duty is to know what the resources of the community are—what agencies are serving it, what their programs are, and what additional facilities might be made available through churches, schools, civic clubs, improvement associations, etc.

The next step was the establishment of a community council for each of the high school areas. These councils are composed of representatives of all forces within the district, both lay and professional, who are thus able to mobilize all existing agencies—governmental, civic, social, the churches and the schools—and to integrate their programs and encourage establishment of additional programs when necessary. These councils are entirely autonomous and not city-dominated.

The role of the community worker is to lend assistance to the council by providing factual information. This worker is not a social worker, a health worker, a recreation worker, but a *community* case worker, acting in much the same way with respect to social problems as a county agent operates with respect to agricultural problems. He attempts to channel problems to be brought to the community group and to suggest means through which individuals and groups may get in touch with either their government or private agencies on community needs. He is a person to whom the whole community may turn for assistance in meeting its special problems and improving living conditions. Special organizations within the community are interested in their own areas of responsibility; the community worker is interested in the over-all picture of the community—the work done by each organization, ways in which these organizations may expand or redirect their activities, areas in which nothing is being done and, in a few cases, the need for the establishment of new organizations.

In meeting the needs of a large city we too seldom recognize the fact that cities are divided into many communities, that no one group of people understands all phases of community life even if they are interested in the problems of the whole city; that where a nonpolitical, nonpartisan government exists there is too little opportunity for people to express their desires and hopes and plans so that they will be recognized. Until the organization of community councils there was no machinery through which those who were interested in overall living in a community could voice their plans.

Interest in community life is more vital for youth than for adults since young people usually enjoy the ma-

jor portion of their experiences in the community in which they live. The councils have provided a means for an open discussion of the needs of youth for adequate recreation facilities in which the young people themselves have participated. This has resulted in the acquisition of additional parks and supervised play areas and establishment of teen-age clubs and centers. Parents working with children to secure these advantages and to keep them functioning satisfactorily have been drawn closer together in an understanding of the problems and needs of all children and have taken added interest in what church and school are offering them. In brief, the experiment has resulted in bolstering the foundations of family life which have been so badly shaken and undermined during war years.

To assist community workers, the Community Service Division collects information and publishes a statistical bulletin. The Police Department and the Juvenile Court furnish data on delinquency; the Health Department, on vital statistics; the Circuit Court, on marriage and divorce. Information on population shifts, building permits, etc., are included. This data gives a picture of social trends within the city.

For the benefit of the community councils and interested lay persons, the Division publishes bimonthly *The Community Council Bulletin.* Other publications include a basic study of the youth problem in Kansas City, *Youth in Trouble*, and *The Junior Officer Handbook.*

Established as a local organization on the Westside to combat vandalism, the Junior Officers have grown until now there are units in many elementary schools in the city. This group organizes and enlists the support of the grade school child in the betterment of his own neighborhood, developing a sense of responsibility and pride in his city. One of the Junior Officer units has set up a complete city government modeled on that of Kansas City, with a mayor, councilmen, a city manager, department heads, political parties and a charter. The organization is participating in a series of fifteen radio broadcasts given every Saturday morning from City Hall.

Youth Group Formed

An invitation to officials of youth-serving agencies resulted in the formation of a Central Coordinating Youth Council, which includes in its roster the administrative heads of the Board of Education, Police Department, Juvenile Court, Sheriff, Council of Social Agencies, PTA, Health, City Plan and Welfare Departments, Urban League, Jewish Welfare Federation, Council of Churches, Catholic Welfare Bureau and a representative of the city counselor's office.

This council has undertaken to serve as the over-all advisory board of the city for the control of venereal disease, calling to the attention of the public the fact that the matter is as much a social as a health problem. Consequently, the establishment of moral standards through church and home, general education and the provision of wholesome recreation opportunities, as

well as intolerance of degrading environment and entertainment, are the concern of this group. Closer cooperation between the Police Department, Juvenile Court and other law enforcement agencies has resulted from a better understanding of the mutuality of their problems brought about by free discussion in the Central Coordinating Youth Council.

What Has Been Done

The Community Service Division, in summary, has promoted or provided: (1) a program whereby community living is being given purpose and objectivity; (2) a means for organizing adults, teen-age youth and elementary school children; (3) an organization of various administrative officers connected with youth problems, to which people may come and explain what is lacking and what is being done by the various public and private agencies; (4) research which brings together statistics to indicate what is taking place in the city; (5), and most important of all, a community worker in each of the districts who has for his responsibility the elimination so far as possible of community inertia and the development of community responsibility.

The results have been heartening not only in the reduction of juvenile delinquency but also in the encouragement of community understanding of what is needed and what should be eliminated, in the working together of Catholic and Protestant churches and of county and state officials of different political faiths. We have come to know our neighbors.

By way of accomplishment much could be cited, but a few examples will suffice. For one of the community council meetings in the Mexican neighborhood the community worker had to write out with the president of the Mexican council everything he was to say. Representatives from the city visited with this council to plan what the city could do for its community.

In the wealthiest part of the city unsocial activities on the part of the youth had been dramatized in the press. People in the community got together and decided they needed a good teen club. The result was an outstanding community center. Immediately the unsocial activities on the part of youth began to decline. Three additional teen clubs have been incorporated and completely financed by community groups, with assistance and advice from the Community Service Division. Others have been set up under community sponsorship with assistance by the Recreation Division. In every case the part of the city has been played down and that of the community group emphasized.

One example of civic participation is that of an old, uneducated Negro woman, who came before the Finance Committee of the City Council considering a bond issue, and expressed the ideas of her council as to needs of the area in which she lived.

When an opportunity is given for the citizen to help improve his environment he will do so. After all, good living is a product of the citizen's work and not a present given by extraneous agencies of government.

(Continued on Page 298)

Confused County Picture III

States have taken over some functions but its new duties demand more efficient organization of county government.

By EDWARD W. WEIDNER*

IF THE structure of county government is to be reorganized intelligently, consideration must be given to the changing role of the county. There is much disagreement as to what its role is. There have been those during the last fifteen years who have been proclaiming its death. The process of centralization, it is asserted, is making counties outmoded units of government. Evidence is submitted to prove that states now perform functions these localities once did.

It is true that most counties have inadequate areas for maximum efficiency and economy. It is likewise true that states are now performing some of the functions that counties performed fifteen years ago. These facts alone, however, do not justify the conclusion that county government is on the decline, much less that it is doomed.

Far from becoming less important, judged on the basis of the number of functions performed and the amount of money expended, counties today are a more vital part of our governmental system than ever before.

Table I makes this clear in expenditure terms. Because of changes in the census classification of functions and definition of a county unit of government, the comparison of county expenditures for 1932 and 1942 cannot be exact. Furthermore, both years were somewhat abnormal so far as government expenditures are concerned. Nevertheless, it is evident that counties spent more money in 1942 than they did a decade earlier, especially in the fields of welfare, hospitals, highways and natural resources.

TABLE I
EXPENDITURES OF COUNTIES
1932 AND 1942
(In Thousands)

Function	*1932*	*1942*
Total	$981,192	$1,344,514
General Control	251,150	256,284
Public Safety	44,231	59,496
Highways	236,350	304,830
Welfare, Hospitals and Correction	182,120	524,488
Health and Sanitation	32,778	22,404
Schools	178,406	104,265
Libraries	3,772	5,254
Recreation	7,618	8,844
Natural Resources	——	15,927
Miscellaneous	44,767	42,722

The list of functions added to county responsibilities in the last fifteen years is much longer than the list of functions taken away. In an occasional state such as North Carolina complete state control over a former county service such as highways is now the case. More frequently a state now performs part of a function which previously was almost entirely under county control,

*This is the last of a series of three articles by Mr. Weidner, instructor in political science at the University of Minnesota. The statistical material presented was gathered by Mr. Weidner as consultant to the Governments Division, Bureau of the Census, in the summer of 1945, and is a summary of the more extensive information contained in a report, *County Boards and Commissions*, prepared by him for the division. Interpretations are those of the author.

such as the increased mileage of state highways and enlarged welfare activities. In contrast a listing of the various functions added to county government jurisdiction would consume at least a page. For the most part such functions fall in two groups—those which the national government has promoted and those of a local as compared with a state-delegated character.[1]

Growth of Counties

Examples of the latter include a broadening of the police power, rural as well as urban planning and zoning, recreation and local publicity. County participation in rural housing, the categorical aid program, defense councils, agriculture and natural resources, protection, full-time health departments and electric utility ownership has been promoted by the national government.

The extent to which counties in all parts of the United States have made use of their new powers is impressive. Of 3,050 counties, full-time health departments increased from 762 in 1935 to 1,577 in 1941 and since that time many other states have authorized such units. Over twenty counties have been reported as establishing county planning boards or agencies in the last three years, and the actual number is undoubtedly well in excess of this figure. Hardly a month goes by that several counties are not reported as building hospitals.

[1]See the articles by Clyde F. Snider in each December issue of the *American Political Science Review* for a detailed enumeration of these new county functions.

While the reporting of activities of particular counties is poor, we do have an accurate count of state legislative enactments which vest more powers in counties. From 1941 to 1944, for instance, two states authorized full-time health units for counties, three recreation activities, four conservation functions, three expenditures for advertising counties and twelve planning or zoning agencies.

The conclusions for county government reorganization are unmistakable. First of all, counties are not on their way to extinction. They are performing more and more services that are demanded by the electorate under modern conditions. Many changes in our society have taken place in the last fifteen years, and it is only natural that some readjustment of functions as between levels of government was required. Reflecting a more positive philosophy of government, counties have acquired many more new functions than they have given up to the states or the nation.

Secondly, it is obvious that it is no longer adequate to describe counties as merely administrative and judicial subdivisions of the state. They are that, but they also are real local units of government and have an important relationship to the nation and the national economy. We are in a period which stresses the need for intergovernmental cooperation, and every level of government has its effect upon and is affected by other levels of government.

In a political system where counties are intimately affected by na-

tional and state governments, it is useless to view the problem of structural reorganization from a purely local standpoint. Some of the most important alterations in county structure in the last fifteen years have been the direct or indirect result of national government activity. The Social Security Act of 1935 has revolutionized county welfare and health administration. The categorical aid program consumes a fifth of county expenditures. Sixty per cent of the states require all their counties to have welfare boards for this program.

National Activities

The same act of Congress has been the chief factor in the organization of full-time county health departments, with the result that in several states there are two sets of laws, one providing for a board of health for part-time activities and another providing for a board of health for full-time activities. Noticeable, too, are the many inter-county and city-county boards of health authorized by state laws and reflecting the program developed by the United States Public Health Service.

One of the oldest and most important services of counties, agricultural extension work, was established largely as a result of national government action. Under the new Highway Act of 1944 Washington will have more influence over county roads, but so far this influence has been confined largely to administrative standards and not extended greatly to government structure.

If counties are to be reorganized on modern lines, some agency of the national government should be given the power to advise the national functional agencies of the effects of encouraging establishment of county special function boards and commissions and even independent units of government such as soil conservation districts. If counties are to remain vital units of local government, it follows that coordination of policy and administration on a county level is necessary. So long as state and national functional agencies view counties as essentially administrative districts, this remains an impossible goal.

State officials have been just as guilty on this score as national officials. Each state department—highways, welfare, health, education and agriculture—considers the corresponding county officers or boards as responsible mainly to it. While national-state-local cooperation is desirable and necessary, as long as some local discretion in policy and administration is to be preserved there should be some opportunity given to counties to coordinate the various local programs.

Almost all county reorganization proposals involve the idea of a unified county executive. Whether such an executive is to be a manager appointed by the governing body or an elected executive, clerk, auditor or judge, certain prerequisites are necessary before the executive can be effective.

First of all, control over the functions performed is essential. In many cases today not even the county governing body has control of independently elected officers and special function boards.

Secondly, a halt must be made to

the splintering of locally-performed functions. Too many independent units of local government are being established for particular purposes such as soil conservation and irrigation. Unified county control will not mean much if local government functions are not vested in the counties.

Finally, a county-wide viewpoint must become more prevalent not only within the county but also in the minds of state and national officials. On this score county officers and the electorate are primarily at fault, however.

Electorate Apathetic

In most counties the chief characteristic of the electorate's attitude toward county government seems to be one of apathy. At least so far as improvement is concerned, county electorates seem, on the whole, to defend the status quo by inaction. This is the main explanation of the defeat of county reform in the Wisconsin state legislature last year.[2] Most people did not know or care that any such attempt was being made.

The apathetic attitude of the electorate has led some people to say that, at least in rural counties, a county executive is out of place because the people like to elect their friends to public office, and administration is carried out in an easy, personal, friendly manner. According to this view, it is inconceivable that rural electorates will ever give up their right to elect many administrative officers or demand strict economy by way of such things as centralized purchasing.

The answer lies in seeing the picture in broad perspective. There are at least two rather widespread trends in counties today. It has already been pointed out that the people are demanding more services from their county governments. Equally significant, although it takes a determined movement to bring it about, there is a trend toward improvement of county structure along the lines of providing a unified executive. That is to say, the awakening of the citizens, while difficult, is not an impossible task.

The situation has been well summarized in the field of road administration in a recent paper by C. M. Nelson, editor of *Better Roads*:

"There is a large southern state in which county road administration jogs along at a kind of lazy trot. Suppose that we call it the state of Montezuma. In about five-sixths of the counties in Montezuma there is nothing even slightly resembling engineering direction of county road work. The individual county commissioners are the road bosses of their own precincts. The prevailing spirit is the spirit of inertia. But here and there we find a Montezuma county where county road administration has really grown up. There have been some gratifying—even electrifying—changes within the past year or so.

"Now there are some people on the sidelines down in Montezuma who none the less condemn county road administration on the record of

[2] See "County Reform Run-Around," by Edward W. Weidner, the REVIEW, September 1945, page 386.

the average county; occasionally it is even proposed that the counties retire from the highway business. I think that we ought to be more patient than that—so long as we can see hopeful signs. We ought to chastise the backward officials and carry some light to the citizens who sit in darkness. We ought to give local administration a chance to grow up."

The cry of "informal" government is not enough. Today, people want an active government and services performed adequately. If their counties fail to do this, eventually the citizens demand efficiency.

It is significant that the reform of county government structure parallels the growth in importance of county functions. Since 1930 nine states—California, Montana, Virginia, Texas, Ohio, New York, North Dakota, Oregon and Missouri—have acted to remove barriers to structural improvement. Although only eighteen of the 3,050 counties have county manager or executive plans, fourteen of the eighteen adopted their new systems since 1930. More important, interest in these plans is more intense than it has ever been. In the first four months of 1946 seven counties were reported having groups actively interested in the manager plan. As counties continue to perform more and more functions, including those of a purely local character, it is reasonable to expect that their governmental structures will come to approximate more closely those of the cities which long have been vital units of local government. The county electorates have given ample indication that they are ready to begin to make the transition.

County Governing Bodies

Assuming that the manager plan is the best solution to the structural weaknesses of counties—and as counties become more like cities there is every reason to suppose that it is—one of the first lines of attack by the reformers should be county governing bodies. The effectiveness of the manager plan depends in part upon the manager's ability to coordinate and supervise all activities of the county from a county-wide viewpoint. When the governing body is constituted so that it represents various district viewpoints and not a county-wide one, it defeats a prime objective of coordinated administration.

The present status of county governing bodies is clear. Less than 20 per cent of them have all their members elected at large. The district or township system is widely entrenched. Even worse, several hundred counties have a rotten borough system of representation. The twin objectives of the manager system, efficiency and economy, are hardly encouraged by such a practice, where each representative has his own way in matters affecting his district.

There are at least three other ways in which county governing bodies, as organized at present, hamper the development of a manager system. The manager plan is founded on the basis of the differentiation of powers—a belief that one body should not perform policy-making, administrative and judicial functions,

and that specialization in their performance is desirable. County governing bodies frequently perform all three of these functions, and in a few hundred counties the members of the body are individually also town or township officers.

It is time that we stopped expecting our county governing body members to be experts in all governmental activities. It is impossible for them to represent adequately the electorate in all these ways at the same time. Judicial and town or township functions should be severed from their jurisdiction, and the appointment of a manager would give them the administrative expertness so necessary in modern times.

The fact that 1500 counties have three or less members on their governing bodies poses another problem. A board this small is likely to find it difficult to leave administrative matters to the manager. Indeed, the chief explanation for the smallness of these bodies is that they have been considered administrative and judicial instrumentalities of the state. A minimum of five members, as suggested by *Principles of a Model County Government* of the National Municipal League, would seem desirable. As a matter of fact, enlarging very small county governing bodies would be an excellent way to give more people in the rural communities a chance to participate in their government; it would compensate in part for the loss of directly elected administrative officials.

Finally, the failure of state legislatures and administrative officials to vest more power over policy matters in the general governing bodies of the counties works against the manager principle. Such power is now dispersed; the governing body, state legislature, state administrative officials, special function boards and commissions, special fiscal bodies and independently elected officers all have a share in it. A manager would find it impossible to please so many "bosses." Simple and direct lines of responsibility are essential for effective management.

As a practical matter it should be kept in mind that even if the manager system were beyond political feasibility, a step in the right direction would be the reorganization of county governing bodies. If they were given adequate control and proper organization, they might well help lead the movement for more effective over-all management.

Special Function Boards

The growth in number of special function boards and commissions on a county level is a reflection of four somewhat diverse factors. First, a distrust of the present county government structure as adequate to perform new activities is evident. The distrust is justified in many cases, but the long-run solution to a problem is hardly that of ignoring it or of making it worse. Second, the failure of counties with inadequate areas and population to consolidate has led to numerous intercounty boards and commissions. Certainly such boards and commissions are to be encouraged if consolidation, which is a more difficult problem to solve, seems impossible of achievement. Yet the problem

should be recognized by both local and state officials and an ultimate solution reached.

Third, many state officials feel that their particular function should be separated from the regular county governing body, and that a special board is the best for this purpose. This argument was analyzed at an earlier point and found wanting.

Finally, there is a genuine belief in many quarters that a board is a better administrative device than a single officer. Authorities in public administration, however, usually suggest that if a board is to be used it be placed in a purely advisory role. One of the noticeable results of a recent study of authorized special function boards and commissions is the general lack of provision for advisory boards. Most boards are of a policy-determining type and many of an administrative type as well. Boards are usually defended on one of two grounds: (1) That they are necessary because policy matters are involved—to which might be replied, for what are county general governing bodies; (2) that the advice of experts or of a cross-section of the community is needed—to which might be replied, why not create an advisory body.

The manager principle is founded on administrative centralization and policy-forming centralization. To the extent that county special function boards and commissions are not advisory, they violate these tenets.

Conclusion

The changing role of county government is a phenomenon of the times. Twentieth century liberalism is replacing nineteenth century liberalism. That this twentieth century movement should have its effect on city, state and national governments somewhat before its full weight was felt on the county level is understandable, since political problems were more acute in the former cases. Once the problem of the future of county government is recognized in these terms, the solution in terms of structural reorganization along the lines of a county manager system is more understandable.

The full implications of the manager system for counties in this interdependent world should not be underestimated. It involves changing the viewpoints of state and national officials, arousing the electorate to action, amending state constitutions and statutes, reorganizing county governing bodies, and for the most part eliminating special function boards and commissions and independently elected officers. That is a task of no small proportions. But it can be, and is being, done.

Oklahoma Cities Weakened

Rural domination of legislature jeopardizes municipal interests; tax limits and exemptions reduce revenues.

By H. V. THORNTON*

THE cities and towns of Oklahoma, one of the last of the commonwealths opened to settlement, are seriously under-represented in the state's legislative chambers. Oklahoma remains a rural state by a considerable margin. Its urban development, nevertheless, has been remarkable,[1] and far more consistent than the growth of its rural areas.

In 1907, the year of statehood, about 15 per cent of the new state's inhabitants lived in urban centers. Within two decades thereafter two metropolitan areas had grown up. The census of 1940 shows 21 cities exceeding ten thousand, while 46 other communities, mainly trading posts and cow towns at the beginning of statehood, are classed as urban. The rate of urban growth in Oklahoma since 1910 has been twice that of the country at large.

Nearly three-quarters of a million people, according to the latest census, live in cities exceeding ten thousand. Between 1930 and 1940 rural population declined. In the latter year, 41.3 per cent of the state's inhabitants were living in urban centers compared to 19.3 per cent in 1910.

Significant as these changes may be, they have had minimum influence on apportionment legislation. It should be noted, however, that had the legislature given conscientious attention to apportionment problems, serious disparities would have been unavoidable. Oklahoma's "founding fathers" seem to have held urban influence in low esteem. No county, the constitution stipulates, shall ever elect more than seven members of the House of Representatives, a maximum set after a spirited fight in the 1906 constitutional convention for a committee report which would have established a total of four. Under this restriction a county, however great its population, may never elect more than 5 or 6 per cent of the membership of the House.

The legislature, given the mandatory duty by the constitution of reapportioning legislative membership after each federal census, has faithfully reflected the skepticism of the framers of the constitution. Not only have limits of maximum county representation been respected but also the legislators have found extra-legal means of enhancing rural representation to the disadvantage of urban areas.

The last redistribution of House membership is based on the census of 1930 by a law enacted in 1931.[2]

*Mr. Thornton is director of the Bureau of Governmental Research at the University of Oklahoma. He is a member of the executive board of the Oklahoma Municipal League and has been mayor of the city of Norman for the past three years.

[1]Oklahoma State Planning Board, *Preliminary Report, 1936*, page 24.

[2]Session Law 1931, Chapter 19, page 14; O. S. 1941, Title 14, Section 84. William "Alfalfa Bill" Murray was pres-

Significantly this law clearly disregards the constitution since each county is granted representation in spite of minimum population requirements. Because of this oversight eight counties have, in the past seven sessions of the state legislature, returned members to the House even though they do not constitute bona fide election districts. Systematic reapportionment of Senate membership has simply been ignored.

Membership of the House of Representatives is not a fixed number. Since statehood it has varied between 110 and 120. The "ratio of representation," the constitution declares, shall be found by dividing the population of the state, as determined in the latest federal census, by one hundred. Any county having a population equal to at least a half ratio is given one representative. Any county having one and three-quarters ratios of population is entitled to two representatives. Thereafter, additional representatives (regular) are granted in terms of full ratios of population; except as stated above the total representatives of any county shall not exceed seven. Provision is made for the election of "floats", an arrangement which further enhances the weight of the rural voter in the House of Representatives.

Two counties, Oklahoma and Tulsa, have been electing the maximum number of representatives in the last half dozen sessions of the legislature. On a strict quota, or representation ratio, basis, Oklahoma County would elect eleven members of the lower chamber; Tulsa County would elect nine. The population of the former is equal to the combined population of 21 small counties which, under the apportionment act of 1931, elect 21 representatives. Seven of the 77 counties (1940), with a total population of 57,159, designate as many members of the House as either of the metropolitan centers—Oklahoma City with a population of 244,159, and Tulsa with 193,363.

The inequities of the present apportionment legislation are felt in areas other than the metropolitan centers. Forty-three predominantly rural counties, with a total population of 819,000, choose 51 representatives. On a strict quota basis they would elect 35. Five urban counties, with 561,000 inhabitants, elect nineteen. On a quota basis they would designate 25. These rural counties, as opposed to urban counties, maintain an advantage of 22 votes in the lower chamber.

Senate Apportionment

For the purpose of apportioning membership in the Senate the constitution requires that the state be divided into not more than 44 districts, which must be of "compact form," and as nearly as possible shall "contain . . . an equal number of inhabitants." It is further provided that if any county, because of growth of population, is entitled to more than three senators, any such additional senator or senators shall be in excess of the 44 chosen

ident of the state's first and only constitutional convention. He became governor in 1930, and allowed, with some misgivings perhaps, the apportionment act of 1931 to become a law without his signature.

from established senatorial districts. No absolute limit is set on the number of senators any county may elect. But in the provision above, geography, as a factor in the apportionment of Senate membership, finds adequate protection.

As previously stated, the membership of the Senate has never been reapportioned since statehood.[3] The 44 districts prescribed by the constitution have never been created, the number being fixed at 33 for reasons unknown. By special acts three additional districts have been established, two of which removed some intolerable disparities. The excuse for the third is lost in the mysteries of political manipulation.[4]

If the membership of the Senate were distributed on a strict quota basis, Oklahoma County would elect four senators and still have a surplus exceeding the population of any of the seven least populous senatorial districts. Tulsa County would elect three, whereas, under the present apportion arrangement, it elects one. This county's population is equal to the total population of six smaller senatorial districts which elect seven senators.

In the Senate, as in the House, apportionment inequities are not confined to the two metropolitan counties. Nineteen over-represented rural districts, whose inhabitants total 865,000, elect 25 of the 44 senators. Seven populous districts, with approximately the same number of inhabitants, slightly less than half a million of whom live in cities of ten thousand or more, elect eight senators. On a quota basis the nineteen rural districts would elect sixteen senators instead of 25; while twelve under-represented districts, with almost half the populations of the state, would elect 21 instead of twelve now provided for by apportionment legislation. These nineteen predominantly rural districts, as opposed to the twelve in which urban interests are a major factor, maintain an advantage of eighteen votes in the upper chamber.

The constitution does provide that "an apportionment of the legislature shall be subject to review by the Supreme Court at the suit of any citizen." But since this provision is not self-executing, a fact conveniently noted by the legislature, it affords no recourse at all. However, what might have been done by way of securing fairer distribution of representation in the two chambers had this provision been vitalized, remains a matter of conjecture. On occasion the Supreme Court has considered the validity of apportionment legislation; but it has followed the common precedent, concluding that apportionment is a political question with which the court cannot be concerned.[5]

City Problems Affected

Obviously the apportionment problem in Oklahoma is less serious, less acute, than in some other states. It has, nevertheless, attained such proportions that the interests of the

[3] L. A. Beckett, "Inequitable Representation in Oklahoma's Senate", *Harlows Weekly*, May 22, 1937, pages 4-5.

[4] O. S. 1941, Title 14, Sections 52, 53.

[5] *Jones* v. *Freeman et al* (1943), 193 P 2d 564.

municipalities are jeopardized, particularly as they undertake to play an effective part in the postwar period.

In 1933, by constitutional amendment, ad valorem taxation was limited to fifteen mills for all local governments: county, schools, cities and towns. And power over the allocation of this millage between the several local units was vested in an appointive board whose decision is final in the absence of a general division by act of the legislature. Generally, rural interests dominate these boards. This action was approved at the end of a three-year period during which total assessments dropped more than a half billion dollars. Two years later (1935) came homestead exemption, which brought about further serious reduction in the amount of taxable property.

The effects of these changes have been various. Counties and schools have found some relief in direct grants from the state, or by participation in the receipts of state-collected taxes. Cities and towns, in various instances, are denied all benefits of the ad valorem tax, except from excess levies imposed for the purpose of retiring municipal debts. They receive a small percentage of the state gasoline tax for the maintenance of streets and alleys, but this concession is attacked in most sessions of the legislature. Because of rigid constitutional and legislative restriction upon their revenue raising powers, municipalities are obliged to impose excessive charges for their services, which must be levied largely without regard for canons of fair taxation.

To a considerable degree the unfortunate circumstances facing many cities in this state may be due to the ineffectiveness with which municipalities have defended their interests. Too little attention has been directed to their need for adequate powers by which they can plan their development, and to the fact that the functions and responsibilities of cities are constantly increasing. Nevertheless, any plea of the municipalities for sufficient powers, by which they may effect their orderly development, has little prospect of a particularly friendly reception by a legislature whose membership, disproportionately, is responsible to rural election units.

THE CHILDREN GET A CHANCE

(Continued from Page 287)

It is only by strengthening the good influences which in turn help strengthen the home and emphasize the part of the church and the school, that social and recreation agencies can develop a strong citizenry. With the functions of government as complex as they are, the relation of a citizen to his government is confused and he feels little or no responsibility. If we are to meet our social problems, channels must be provided whereby interested citizens and their government may get together to solve their problems.

News in Review

City, State and Nation

Edited by H. M. Olmsted

Executive, Legislative Changes Urged for U. S.

Committee of Congress and President Seek Improvement

THE past month produced important proposals for better organization and procedure in both the executive and legislative branches of the federal government. President Truman on May 16 recommended to Congress a governmental reorganization in three main phases, following by three days the report and proposed legislation of the LaFollette-Monroney committee on Congressional organization and methods.

The chief feature in the President's recommendations is the centralization and enlargement of the administration of social security and its elevation to departmental status. The second category of proposals would give permanent status to a number of reorganizations already made by executive order under emergency war powers, and the third involves new consolidations.

The agency reorganizations and consolidations were projected under the authority of the Reorganization Act of 1945 and will automatically become effective in 60 days unless disapproved by resolutions of both houses of Congress. To make a full department of the augmented social security agency will require new legislation.

In the proposed expansion of the Federal Security Agency it would take over the functions of the Social Security Board and those of the Labor Department's Children's Bureau other than as to child labor, and also the Unemployment Compensation Commission and the vital statistics duties of the Census Bureau. The Federal Board of Vocational Education and the office of assistant commissioner of education would be abolished.

The President wishes to make permanent the National Housing Agency, in which would be consolidated all federal housing activities. It would include three units corresponding to the present Federal Housing Administration, the Federal Public Housing Authority and the Federal Home Loan Bank Administration, while there would be abolished the Office of the Federal Housing Administrator, the Federal Home Loan Bank Board, the Board of Trustees of the Federal Savings and Loan Insurance Corporation, the Board of Directors of the Home Owners Loan Corporation and the Office of Administrator of the United States Housing Authority. Mr. Truman mentioned that the plan is in conformity with the Wagner-Ellender-Taft general housing bill, approved by the Senate in April, but urged that the House adopt the bill as a whole, regardless of accomplishment of certain of its organizational features.

In the State Department the office of Inter-American Affairs would be made permanent, and that of the High Commissioner to the Philippines would be dropped, in view of the islands' coming independence.

In the Department of Agriculture there is to be further consolidation of research bureaus, and jurisdiction over mineral deposits on lands now held by that department is to be transferred to Interior. The Office of Contract Settlement, now under the Office of War Mobilization and Reconversion, will be absorbed by that office.

Congressional Proposals

On May 13 a bill was presented to the United States Senate by Senator Robert M. La Follette of Wisconsin

embodying 37 recommendations of the special joint committee which has been studying the problem as to Congress for more than a year. It is headed jointly by Senator LaFollette and Representative A. S. M. Monroney of Oklahoma.

The committee recommendations include:

Reduction of standing committees from 33 to 16 in the Senate and from 48 to 18 in the House by consolidating jurisdictions;

Registration of lobbyists, with information to enlighten Congress as to their activities and support;

Executive departments and the courts to be permitted to settle claims against the government, thus relieving Congress of some time-consuming details;

Provide senators and representatives with executive assistants at $8,000 a year, to handle routine state and local matters;

Provide congressional committees with experts acquainted with needs and conditions in various departments, who can check on requests for appropriations and legislation;

Authorize special committees, to keep in contact with the executive branch and be familiar with policies;

Increase salaries of senators and representatives from $10,000 a year, as at present, to $15,000.

New York State Committee Reports on Legislative Methods

Findings and recommendations on various phases of the procedure and facilities of the New York legislature were made public in printed form in April by the Joint Legislative Committee on Legislative Methods, Practices, Procedures and Expenditures.

The committee was created in February 1944, and consists of three members from the Senate and three from the Assembly; Senator Floyd E. Anderson has been chairman. About a year ago it submitted an interim report with recommendations designed to improve internal legislative personnel and fiscal practices.[1] The present and final report deals with congestion at the end of legislative sessions, standing committees, research facilities, bill drafting, legislators' salaries and lobbying. The committee came to an end on April 1.

The present report states that of 62 recommendations in the interim report, 49 have either been enacted into law or have become administrative practices, and claims that committee suggestions as to the legislative budget and personnel system have resulted in an estimated saving of a half-million dollars for the 1945-46 fiscal year.

Recommendations include the following:

Disposition of Legislative Business:

No bill should be introduced later than six weeks after the legislature assembles except by the Rules Committee of either house or by unanimous consent of the members.

Bills originating in administrative agencies and measures resulting from the findings of joint legislative committees and commissions should be introduced not later than four weeks after the convening of the legislature.

Drafting, filing and printing of bills before the session for formal introduction on the opening day should be encouraged.

No bill should be reported by committees until ten calendar days after receipt of the printed bill. This would apply only to the house in which the bill originates. Bills should generally be reported within a month.

---

[1] See the REVIEW, June 1945, page 290.

Standing committees in the Assembly should endeavor to complete action on bills without shifting responsibility for a decision to the Rules Committee.

The laying over of bills in both houses should be discouraged.

Standing Committees:

The number of standing committees should be reduced by eliminating or consolidating committees which are outmoded and by creating others to meet new conditions. The committee has formulated an over-all plan designed to reduce the 35 Senate and the 36 Assembly committees to 24 corresponding committees in both houses.

To equalize the work-loads of committees further, the jurisdiction of some should be curtailed and the jurisdiction of others broadened. Particular committees should be given exclusive jurisdiction over such important post-war problems as housing, public works and highways, veterans affairs, etc.

Rules as to committee hearings should be published; the use of proxy votes by committee chairmen should be prohibited; no committee should report out a bill unless a majority of its members actually are present and vote in favor of a report.

Legislative Research Facilities:

A Division of Legislative Reference and Research should be established in the State Library for the exclusive use of legislators and legislative committees. To create this division, a staff of research specialists equipped to give legislators factual, authoritative data should be added to the present corps of library and reference workers in the Legislative Reference Section of the State Library. An advisory legislative committee should be appointed to guide the projected division in the determination of research policies.

Upon completion of their assignments, joint legislative committees and temporary commissions should be required to deliver their unpublished data and transcripts of hearings to the proposed legislative research agency for indexing and preservation.

Joint legislative committees and temporary commissions should be required to report to the legislature no later than four weeks after the opening of the session if such reports are to be considered at that session.

Bill Drafting and Law Revision:

Bill drafting facilities should be made available on November 15 preceding annual legislative sessions, instead of December 1 as at present.

The Bill Drafting Commission and revision clerks of both houses should whenever possible examine all bills before they are delivered to the legislative printer.

A ledger should be prepared giving the statutory history of all state laws and showing "live" statutes, implied repeals and supersessions. Such a ledger should be patterned after the system devised by the New York City Board of Statutory Consolidation.

Compensation of Legislators:

The constitution should be amended to permit the fixing of legislative salaries by law as is done in Congress. When possible, legislative salaries should be raised to at least $5,000 a year, and the speaker of the Assembly, the majority and minority leaders of both houses, and the chairmen of the fiscal committees should be compensated at $15,000 a year.

The Lobbying Law:

All representatives of groups interested in legislation except counsel or agents of localities or public agencies should be required to register with the Secretary of State regardless of whether or not they are compensated for legislative appearances.

The Secretary of State should send copies of notices of appearance as soon as they are made to the clerk of each house, who should post conspicuously a list of legislative agents and their sponsors and transmit to the chairmen of appropriate committees copies of the appearance statements.

In addition to an itemized account of expenditures of legislative agents required within two months after adjournment, associations, corporations and organizations employing such agents should render monthly statements during the session of all expenditures incurred by their representatives, the purpose of the expenditures, and a list of the bills and resolutions promoted or opposed.

Council-Manager Plan Developments

The city council of **Marquette, Michigan,** on April 22 adopted the manager plan by ordinance, designated "approved" by the International City Managers' Association.

Salem, Oregon, adopted the manager plan on May 17. Incomplete returns give the vote as 2511 to 2075. **Springfield, Oregon,** defeated a proposed manager charter by a vote of 214 to 207.

At its town meeting on March 5 **Cavendish, Vermont,** adopted the manager plan, voting to operate under the state's optional manager law.

At a special election on May 7 the borough of **Medford Lakes, New Jersey,** approved a change from commission government to the council-manager plan; the vote was 112 to 17. Mayor Leon E. Todd and Commissioners Eger and Morgan endorsed the change.

On April 9, **Delano, California,** adopted the manager plan by a vote of 418 to 202. In **Daly City, California,** however, the voters defeated a proposal to adopt the manager plan.

Clarksville, Texas, adopted the council-manager plan on April 26.

Various municipalities in Missouri continue to show a lively interest in the manager movement, according to the Missouri Public Expenditure Survey. In **Lebanon** both candidates for mayor in the recent election endorsed the manager plan at a Chamber of Commerce dinner, where two speakers from Neosho, City Manager Boone and Mayor Johnson, told of the successful operation of the plan there, where it was adopted in 1944. Those present showed overwhelming approval of the manager idea. In **Columbia,** seat of the state university, the city council recently appointed a committee to study forms of city government and make recommendations to the council. Newspapers are aiding the movement with publicity in **Chillicothe, Jefferson City, Cape Girardeau, Poplar Bluff, Mexico, Louisiana, Macon** and **Springfield.** In **Mexico** the service clubs recently had a joint meeting at which City Manager Cookingham of Kansas City spoke. In Chillicothe the Rotary Club heard L. G. Hardy, newspaper publisher of Moberly where manager government is in effect, discuss the plan. **Boonville** is interested also.

Citizens assembled at the courthouse in **Stuttgart, Arkansas,** for the annual caucus to nominate municipal officials, indicated their overwhelming approval of the manager plan, which was proposed by Dr. S. A. Drennen, former councilman and mayor, and approved by the present mayor, Dr. H. S. Neel. Other municipal officials and members of the city council supported the sug gestion. Mayor Neel was authorized tc investigate the manager plan.

A joint investigating committee from **Roseburg, Oregon,** has been studying the manager plan in operation in other Oregon cities. It is headed by a mem-

ber of the city council, to which the committee renders its report.

In the Massachusetts legislature the new bill filed by Speaker Frederick B. Willis of Saugus, to enable **Boston** to adopt "Plan E" (council-manager and proportional representation), was killed in the Senate. The bill was a substitute for his earlier proposal, and called for a local election on the plan if petitioned for by 20,000 Boston voters. The measure provided for a council of nine, who would receive $5,000 each per annum, would choose one of their number as mayor to receive $1,000 additional, and would appoint a manager at not more than $20,000, the present mayor's salary. A school committee of five members, with the mayor as a sixth member, would also be elected by proportional representation.

The **Brockton, Massachusetts,** *Union* reports a movement for Plan E in **Quincy**, despite a relatively low and stable tax rate, and adds, "Brockton should be a pushover for a city manager plan as long as the extravagant habits of the present regime continue."

A vigorous movement for the council-manager plan is under way in **Madison, Wisconsin**; the League of Women Voters is particularly active.

In **Rice Lake, Wisconsin**, the weekly *Chronotype* is conducting an editorial campaign to promote discussion of a council-manager plan for that city.

The **Montevideo, Minnesota,** Junior Chamber of Commerce has voted to support amendments to the city charter providing for the council-manager plan.

In **Madison, South Dakota,** committees from the Junior Chamber of Commerce, Kiwanis and Rotary Clubs are making a concerted effort to introduce the council-manager plan, including circulation of petitions for a special election.

A citizens' group in **Enid, Oklahoma,** is working for adoption of the manager plan.

A charter committee in **Yuma, Arizona**, is considering use of the manager plan.

Bennington and **Hartford, Vermont,** and **El Reno, Oklahoma,** recently defeated proposals to abandon the manager plan.

At the April 2 election in **Kaukauna, Wisconsin,** a manager proposal was defeated by a vote of 1,800 to 721. Advocates of the plan indicate that contributing causes were concern for the municipal electric utility now operated by a commission which fought the manager proposal, fear for jobs on the part of incumbent officials and employees, and the opposition of tavern-keepers whose license fee was sought to be increased by Mayor Nelson, an advocate of the manager plan.

Interest in the plan is also exhibited in **Grand Forks** and **Williston, North Dakota, Abilene, Texas, Wickenburg, Arizona,** and **Halifax, Nova Scotia.**

Manager cities receiving awards in the National Traffic Safety Conference contest included Wichita, Kansas, winner of first place in the 100,000-250,000 population group and also of the grand prize; Oakland, California, and Lynchburg, Virginia, also won first place in their groups; Rochester, New York, won second place; and Houston and Sweetwater, Texas, Norfolk, Arlington and Alexandria, Virginia, Berkeley, California, Hamilton, Ohio, Saginaw and Jackson, Michigan, New London, Connecticut, Tucson, Arizona, Albert Lea, Minnesota, El Dorado, Kansas, Morgantown, West Virginia, and St. Augustine, Florida, won honorable mention.

Modernization of Building Codes Under Way

The need for revision of municipal and state building codes to meet the housing emergency and utilize new building materials and methods, including prefabricated houses, has produced action by a number of authorities. Some codes have already been revised, and model codes have been prepared under various auspices.

On April 20 the Building Officials Conference of America, Inc., announced completion and publication of suggested basic construction rules to govern prefabrication techniques, as a proposed code for the guidance of cities and counties. It has been in preparation almost two years.

The American Municipal Association reports that two American cities have provided for permanent prefabricated units and that building regulations in general are being revised to further the trend. The 1946 editions of the uniform building codes of the Pacific Coast Building Officials Conference and the Southern Building Codes Congress both contain chapters covering prefabricated construction.

Leominster, Massachusetts, on April 9 and Janesville, Wisconsin, on April 15 adopted building code provisions for prefabricated construction.

These are permanent provisions whereas recent building code amendments or relaxations permitting use of prefabricated units in many cities are merely emergency measures. In St. Louis, for example, an ordinance scheduled for early adoption permits use of Quonset huts until June 1, 1949. Worcester, Massachusetts, and Tulsa, Oklahoma, are considering code amendments to allow prefabricated construction. Toledo, Ohio, has completely revised its building code; a board of building standards and appeals will judge new material and methods. Chicago has adopted a two-year emergency code and is working on a long-range revision.

New Mexico and Indiana have adopted modern building codes recently, the National Association of Housing Officials reports, reflecting mounting interest of state governments in lowering building costs and encouraging use of new materials. Colorado, Connecticut, New Jersey and Missouri are actively promoting uniform building laws.

The salient feature of the New Mexico code is flexibility, with reliance on performance rather than specification standards. It is based on the Pacific Coast Uniform Building Code, a model code revised periodically to conform with building developments. More stringent regulations may be imposed by cities and counties as long as they do not conflict with the state code, administered by a Contractors' License Board.

Indiana's code, based in part on the Pacific coast model, is also founded on performance rather than specification standards. Revisions to keep the code up with new structural developments may be effected without recourse to involved legislative action. In both Indiana and New Mexico, the new codes have statutory force. Colorado has a new model code available for adoption by counties, cities and unincorporated areas within the state.

Legislative Results in New York State

Following the close of the legislative session in New York State and the expiration of the period for signing bills, Governor Thomas E. Dewey on April 24 made a radio report on the results. He stressed the following:

Appropriation of the accumulated state surplus of $500,000,000, as a post-war reconstruction fund, for highways,

parkways, canals, welfare institutions, emergency housing for veterans, conservation, recreation facilities, etc.;

Tax reduction of $90,000,000 for individuals and $32,000,000 for businesses;

Increase of state aid to localities to 55 per cent of the state budget, and placing its allocation on a population basis (see the REVIEW, March 1946, page 147);

Expansion of permanent housing program, in addition to emergency housing;

Establishment of extensive state aid for veterans, including educational helps;

Start of an expanded health and tuberculosis program.

Many important bills which passed the legislature and were signed by Governor Dewey met the approval of the Citizens Union of New York City which, as usual, gave careful and continuing scrutiny to the legislative program. Several bills to which it strongly objected became law, however, including that setting up an exclusive New York City Airport authority, removing airport development from the city's control; a bill relaxing safety standards for houses converted from one- or two-family to three-family dwellings; and a bill providing a high degree of tax exemption for improvement of outmoded tenements. Four bills strongly favored by the union were passed but vetoed: one for permanent city control of redevelopment housing projects, one to permit an increase in the budget of the New York City Board of Higher Education, one requiring a public referendum before change in the length of the term for an elective officer, and one designed to end the use of substitute teachers, in lieu of permanently appointed teachers, for regular teaching positions in New York City.

The Governor vetoed a bill, opposed by the union and many others, to prevent a grand jury from censuring an official unless making a criminal charge.

Bills favored by the union and which became law included several increasing facilities and financial aid for public housing, safeguarding residential and commercial rent control, recodifying the multiple dwelling law (after painstaking work by a joint legislative committee), permitting municipal parking garages, providing compensation insurance for domestics in larger municipalities, extending the central registration period, and simplifying nominating petitions.

Cooperative Improvements by Pacific Coast Cities

Notable examples of cooperative activity on the part of cities, counties and states are found on the Pacific coast, particularly in California for shoreline development and in Washington for pollution control in which Oregon also participates.

The state of California, the fifteen coastal counties and some 40 cities on the coast are in the midst of a cooperative program to develop, restore and preserve the beauty and recreational values of 1065 miles of shoreline, of which 433 miles are sandy beach. This activity is described in detail in *Western City* for April. Nearly one-fourth of this mileage is now in public ownership—102 miles by the federal government, 64 miles by the state, 27.5 miles by counties and 65.5 miles by cities. Although the war largely suspended further public acquisition and development, and defense uses diminished future recreational advantages in some cases, development has now resumed, aided by a $10,000,000 appropriation by the state legislature last year for beach acquisition, to be allocated on a matching basis. No part

of this fund is to be used in a coastal county that has not adopted a master plan providing for the acquisition, development and improvement of the beaches. Such a plan is subject to approval of the State Park Commission; and the State Division of Beaches and Parks is required to prepare a master plan, coordinating the county plans. Many coastal cities have geared their beach programs to county plans, and the latter in some cases stem from the planning work of the cities.

In Washington the coordinated efforts of 42 municipalities and the state government have resulted in a program for the construction of modern sewage treatment plants costing more than $20,000,000. The American Public Works Association reports that the program is directed by the Washington State Pollution Control Commission, created by the legislature last year with a $125,000 appropriation. It consists of the directors of the five state departments of conservation, fisheries, game, health and agriculture.

The commission's progress report disclosed that many municipalities have already submitted plans for the construction of disposal systems. Thirty-six Washington communities now have modern sewage disposal facilities, but six of these have been rated inadequate by the commission, which has made recommendations for improvements.

Intensification of Washington's pollution problems in Puget Sound is said to be due to industrial expansion during the war. Tacoma and Seattle are taking steps to reduce pollution.

Pollution control in the Columbia River is being effected by joint action of Washington and Oregon. On the Oregon side, Portland has started the Columbia River cleanup with funds from a recent $12,000,000 bond issue.

Voting Machines for Massachusetts

Installation of voting machines is being considered by 24 Massachusetts communities, according to the International City Managers' Association. In Boston, where eight machines have been operating in two wards for a period of years, the election commissioners favor installing additional machines as soon as funds are available. The association reports that voting machines are now used in all of the state of New York and in most Connecticut cities over 10,000 population, and that half the cities and towns in Pennsylvania also use them.

New CIO Federal, State, Local Union

At a national convention in Atlantic City, New Jersey, during April two unions of governmental employees, affiliated with the Congress of Industrial Organizations, merged to form the United Public Workers of America. The two unions were the United Federal Workers of America and the State, County and Municipal Workers of America. It was reported that the new organization starts off with 73,140 dues-paying members.

The convention approved a constitutional clause that it would not be the policy of the union to engage in strikes, but delegates opposed to the provision were assured that it was not intended to prohibit strikes if all other methods of gaining the union's objectives failed.

President Philip Murray of the CIO urged the new organization to unionize as many as possible of 5,000,000 employees of federal, state and local governments. Some of these employees now belong to other unions, including the American Federation of State,

County and Municipal Employees (AFL).

The latter union held its national convention at the same time, in Chicago. Arnold S. Zander, its president, announced that out of nearly a thousand locals, about 50 are made up exclusively of policemen, and that his union would continue activity in the police field, despite refusal of the American Federation of Labor to sanction the taking of policemen into its ranks. He stated that the union's constitution bars strikes on the part of police.

Municipal employee organizations were formed in 68 cities last year, according to the Civil Service Assembly. These included local chapters of national organizations in 49 instances and also nineteen unaffiliated employee groups.

All fourteen U. S. cities with over 500,000 population have municipal employee groups or unions to some extent, while less than half the cities between 10,000 and 25,000 have similar units. Of the 1072 cities over 10,000 population, 618 have some kind of municipal employee organizations. Besides the two national unions mentioned above there is another large national group, the International Association of Firefighters (AFL). Employee groups not connected with national unions now operate in 143 cities over 10,000.

Police locals are reported in 49 cities, eighteen of which were organized last year. In six cities, police unions were disbanded last year. The CIO does not organize policemen into separate unions.

Municipal employees are frequently members of unions other than their own public employee groups, the assembly notes, including carpenters, plumbers and other trade unions.

Researcher's Digest

New Bureau Issues First Research Pamphlets

Soil Conservation, State Education System Studied

THE Division of Government Research of the University of New Mexico, organized in November 1945, has issued its first two reports: *The State Education System* (40 pages) and *The Soil Conservation Problem in New Mexico* (20 pages).

Thomas C. Donnelly, director of the division, is author of the first, which contains a brief resume of educational history in the state beginning with 1540 when Coronado made the first conquest of New Mexico. Present-day problems on state, county and municipal levels are discussed in detail. In suggesting changes in organization on the state level dual control of education by an appointive board and an elected superintendent is disapproved. "The best opinion," says the study, "appears to favor giving the state board the power to appoint the superintendent from the country at large on the basis of his professional achievement and administrative ability". An appendix contains tables on 1944 budgets, revenues, expenditures and sources of income for schools.

The second pamphlet, entitled *The Soil Conservation Problem in New Mexico*, was prepared by Director Donnelly and Paul Beckett, assistant director of the bureau, with aid from the Regional Office of the U. S. Soil Conservation Service in Albuquerque. It is well illustrated with photographs. Each pamphlet is available from the division at 30 cents.

The division has as its purpose "the

study of federal, state and local problems of government in New Mexico." It plans to select for study subjects of current importance to the people of the state, making reports available to those interested both in New Mexico and elsewhere.

Kansas Bureau Issues New Series

The **Bureau of Government Research of the University of Kansas** is publishing a series of bulletins titled *Your Government*, each issue to be devoted to a separate topic on the organization, functions, operation and problems of government, according to an announcement by Ethan P. Allen, director. The first study, "Valuation of Property for Taxation," describes assessment procedure throughout the state of Kansas. It points out the weaknesses of the system and suggests remedies for them. The second study, "City Elections in Kansas," gives in tabular form the number of cities, divided by classes, using the various forms of government —mayor-council, manager and commission; city officials elected, frequency of elections, whether partisan or nonpartisan, terms, primary and election dates, etc. Described are nomination and election procedures, voting qualifications and registration requirements. Both studies were prepared by W. Rolland Maddox, assistant professor of political science at the University of Kansas.

Reorganized Newark Bureau Studies Special Assessments

First publication of the reorganized **Bureau of Municipal Research of Newark, New Jersey,** Henry W. Connor, executive secretary, is *Benefit Assessments for Street Improvements.* One of the first plans in Newark's large postwar construction program is a proposal to repave and resurface some 34 streets. In the past it has been the city's practice to pay for such improvements by levying assessments on property owners to be benefited. The proposed ordinance for the repaving, however, states that no special assessments shall be levied but that the entire cost is to be met from general city revenues. This report is a discussion of some of the factors to be considered in deciding which plan is best.

Alabama Bureau Studies Parolees

Latest publication of the **Bureau of Public Administration of the University of Alabama** is *These Came Back—A Study of Alabama Parolees* (104 pages), by Mary Ruth Graham. Foreword to the study is by Roscoe C. Martin, the bureau's director, who cautions the reader that this is "neither an analysis nor an appraisal of parole administration. It deals solely with the person released by the Alabama Board of Pardons and Paroles." The study covers the first five years, 1939 to 1944, of the parole board's operation. In her conclusions the author states that definite patterns of parole success and failure may be found, that in general the successful parolee is a mature person, rural dweller, married with more than one child, was convicted of a crime against the public (mainly liquor law violations), has a clear prison record and no previous criminal record, received a short sentence and served a short prison term. Contrariwise, the unsuccessful parolee is young, a city dweller, single or divorced, a textile worker or skilled laborer showing instability in employment, was convicted of a crime against property, had a previous criminal record and a bad prison record, received a somewhat longer prison sentence and served a somewhat longer term. Race, education, intelligence, physical condition, vene-

real disease, prohibition in county of conviction and associates in crime bore little relation to parole outcome.

California Postwar Employment Forecast

Samuel C. May and Alfred G. Norris are co-authors of *Estimates of California Employment and Unemployment, 1946-1947* (49 pages, $1), published by the **Bureau of Public Administration of the University of California at Berkeley.** Professor May has prepared the first section of the report, "Estimates of Unemployment in California, 1946-1947" which is an expansion and refinement of his earlier study, *The Postwar Unemployment Problem in California, 1945-1947.*[1]

To test Professor May's prediction that there will be a million unemployed in California, the bureau decided on an independent study to be made by a consulting research engineer devoting his time to postwar economic problems. Mr. Norris was chosen for this task and his contribution to the publication is "The California Postwar Employment Problem." It uses a different method of study from that of Professor May and arrives at the conclusion that before the end of 1945 between 810,000 and 1,251,000 persons in California may be unemployed.

The bureau, of which Professor May is director, continues its publication of *Postwar California*, a monthly digest of information issued in cooperation with the California State Reconstruction and Reemployment Commission. Dorothy C. Tomkins is editor.

GRA Publications

The first in a special pamphlet series to be issued by the **Governmental Research Association** is *The Professional Development of Governmental Research*, an address by Dr. John F. Sly of Princeton University, delivered at the association's December conference.

Notes & References, monthly publication of the association, contains an article by Wylie Kilpatrick, county consultant to the Governments Division of the Bureau of the Census, on "Census Bureau Aids to State and Municipal Research."

* * *

Baltimore Debt

The **Baltimore Commission on Governmental Efficiency and Economy, Inc.**, devotes an issue of *Your Tax Dollar* to "The City of Baltimore Debt, A Graphic Presentation of Its Chief Features." Because the city has been proposing scores of public improvements for which money must be borrowed—some already approved by the voters, others to be submitted at later elections—the commission gives in brief and simplified form data on essential over-all features of the city's debt as of January 1, this year. The discussion covers debt figures for general purposes, trends in net debt, ratio of net debt to fixed assets, range of interest rates, service costs, term of present debt and many other factors. D. Benton Biser is the commission's director.

* * *

Town Government Charted

A summary of the optional alternative provisions of the Massachusetts law relative to town administrative organization has been prepared by the **Massachusetts Federation of Taxpayers Associations, Inc.**, of which Norman MacDonald is executive director, and issued as a seven-page mimeographed leaflet. Charts show the various forms under which towns may be governed. A town may divide its business among many elected boards and officers, as demonstrated in Chart I, or it may place most of its business under the selectmen as illustrated in Chart II.

[1] See the REVIEW, December 1945, page 574.

Actually, the pattern in each town lies somewhere between the two extremes. Two charts show the numerous boards and officials, acting independently, which it is possible to have in the field of public works alone and—the other extreme—all public works under the direction of the selectmen. Listed also are the general laws providing for elected and appointed town officials.

* * *

Year's Report

In its bulletin of April 12 the **Bureau of Municipal Research of Des Moines,** where Glenn N. Hoffman is secretary, reports on activities for the past year. Chief among the problems studied were the proposed three-platoon fire department, new airport hangar, extension of sewers beyond the city limits and financing future paving construction.

* * *

Local Finance Probed

Citizen Research, Inc., of Columbus, Ohio, devotes several recent *Reports*, illustrated with apt pen and ink drawings, to city and county finances.

* * *

Strictly Personal

On military leave since 1944, **Richard A. Atkins** has returned to the secretaryship of the Municipal Research Bureau of Boston.

J. Kirk Eads has received his discharge from the army and is with the Finance Department of the U. S. Chamber of Commerce.

* * *

Veteran Researcher Dies

John C. Davis, director of the Citizens' Bureau of Milwaukee (now known as the Milwaukee Citizens Governmental Research Bureau) for fifteen years prior to his retirement in 1944, died on March 10. Mr. Davis was formerly dean of the engineering school at Marquette University, which he organized.

Citizen Action

Edited by Elsie S. Parker

'Colonel Effingham' Whips Augusta Machine

Civic Movement Scores an Impressive Victory

A SIGNIFICANT victory for good government was scored in the spring elections in Augusta, Georgia, where the Cracker party, which had kept tight control for a generation, was soundly defeated.

Facing opposition for the first time in more than a decade, the Cracker party's three candidates for the state legislature and three candidates for the Richmond County Commission lost to six independent business and professional men who were newcomers to the political arena. Among those defeated was Roy V. Harris, speaker of the Georgia House and for many years a powerful figure in state politics, who lost to William S. Morris, publisher of the *Augusta Chronicle*. Mr. Harris had made the typically Cracker demagogic "white supremacy" appeal which, the champions of good government insisted, was a false issue.

The victory brings the first substantial evidence of success for a civic movement which, while seeming to progress with painful uncertainty in the city itself, gained considerable national fame through the book and motion picture, *Colonel Effingham's Raid*,[1] a satirical novel based on Augusta politics.

The central figure, Colonel Effingham, was a retired army officer who returned to his old home to find the community firmly held in the grip of

[1]For a review of this book see the REVIEW, April 1943, page 217.

a political machine. The belligerent old colonel promptly launched a roaring crusade which, in the book, seemed more humorously charming and naive than likely to succeed.

The book was in a measure somewhat autobiographical. Berry Fleming, the author, although no old soldier, had in fact returned to Augusta after living in New York and various other parts of the world. There he encountered pretty much the situation he described in the book. He dug into it and, in correspondence with the National Municipal League and other sources of fact-ammunition, gradually managed with the help of friends to show the people of Augusta what they were enduring. He organized and was the first president of the **Augusta Citizens Union.** The union retained the League's Consultant Service to make an administrative and financial survey of the city's government with a view to providing the organization with a sound program. The survey report recommended many improved practices and the adoption of the council-manager plan.

The break came early this year with repeal of the Georgia poll tax. The **Junior Chamber of Commerce** put on an intensive registration campaign that resulted in a list of some 27,000 registrants, nearly three times the previous totals of nine to ten thousand. More than 20,000 of these, quadruple the normal number, went to the polls to defeat the six Cracker-backed candidates by a three-to-two majority.

The Citizens Union had stayed in the background during the campaign but had worked diligently for the independent candidates. Predicting a new era of enlightened government, Henry Poteet, now president of the Citizens Union, in a post-election statement pledged that the union would back independent candidates for the City Council in the summer election.

Mr. Fleming is a member of the council of the National Municipal League.

Civic Groups Report, Meet, Elect

"Great cities are built by people who care . . . and Seattleites who care belong to the Municipal League" is the headline of the **Seattle Municipal League's** annual report on 1945 activities. The report is almost completely pictorial and tells a graphic story of what the league has accomplished and what it hopes to do in the future. Typical members are portrayed, league staff and committees are shown at work, the latter gathered round long tables with reams of paper spread out before them. "Here's How the League Tackles a Job" is a two-page center spread giving a case history of one committee project. A chart describes growth in membership—from 345 in 1939 to 2596 in 1946. The report was edited by Paul W. Seibert, editor of the league's *Municipal News.* C. A. Crosser is executive secretary of the organization.

Election of candidates to the Seattle league's Board of Trustees was conducted according to the Hare system of proportional representation. Fifteen candidates were nominated for the nine places on the board. Balloting was conducted by mail.

The **Tennessee Taxpayers Association,** of which William R. Pouder is executive secretary, has dedicated its latest report of activities to "Andrew Jackson, a Tennessean who as President Paid Off the Federal Debt." *Ninety-five Millions Saved by Governmental Economies in Fourteen Years, 1932-1945* is its title. Printed in blue with red headlines, the report cites an impressive list of accomplishments, including the association's 1945 statewide survey

of the governments of the various counties, cities and towns of the state. This survey—its tenth—presents a ten-year picture of the significant features of local government finance in Tennessee. Listed also is the association's fourteenth yearly survey of state finance.

Savings in state expenditures which the organization has been instrumental in securing have been brought about by such constructive means as reorganization of the personnel and procedure of the State Department of Finance and Taxation, installation of a modern central accounting system, survey of the structure and administrative procedure of the state government by experienced, nationally known consultants, and many more.

The **Detroit Citizens League** held its 34th annual meeting at a dinner on May 16. Michael V. DiSalle, vice-mayor of Toledo, addressed the group on "The Toledo Peace Plan in Industry." William P. Lovett, executive secretary of the league, reported on "Fifteen Years with Michigan Grand Juries." Five directors of the organization were elected.

The **National League of Women Voters** held its biennial convention at Kansas City, Missouri, April 30 to May 3. Not a single breakfast, luncheon or dinner was scheduled for the 500 women delegates because of the world famine situation. In her presidential address at the opening session, Miss Anna Lord Strauss, the league's president, reported that the league's membership has risen in the last two years from 54,782 to 61,990, a 13 per cent gain. Distribution of publications has nearly doubled, from 16,000 to 31,000. There are 34 state and 525 local leagues. Miss Strauss reported on the league's proposed program of work for the next two years on which convention delegates from the various state leagues voted.

Numerous state Leagues of Women Voters have also held conventions this spring, including those of New York, Minnesota, Connecticut, Wisconsin and Massachusetts, where programs for the forthcoming year were adopted.

April saw the annual meeting of the **Toledo Regional Planning Association,** organized in December 1943. The association, of which Mrs. Nelson Morris is secretary, now includes most of the important civic, professional, commercial, neighborhood, religious and labor organizations in the Toledo area. Some of the matters discussed at the annual meeting were: extension of membership to include other groups, interests and individuals; continued formation of neighborhood planning councils; greater participation in the development of the Toledo master plan; greater activity of outlying communities; official recognition of the association as an advisory body to the City and County Planning Commissions.

The annual luncheon and election of officers of the **Albany, New York, City Club** was held May 11. Guest speaker was Dr. Donald H. Davenport, deputy commissioner of the New York State Department of Commerce, who spoke on "Economic Development and Community Planning." Miss Berta S. Bendell is executive secretary of the Club.

At its annual meeting in April the members of the **Committee of 100 of Yonkers** listened to Mayor Curtiss E. Frank and City Manager Robert Craig Montgomery speak on the city administration. Because of the interest in city problems, an invitation to attend the meeting was extended to guests of members. Outgoing President Charles M. Carpenter presided at the meeting, which elected his successor, Warren Spooner.

The Third Annual Conference on

"The Small Community," conducted by **Community Service, Inc.**, will be held July 17-24 at Yellow Springs, Ohio. Topics include "Small Community Industries and Economic Reconversion," "Anthropology of the Community," and "Planning for Community Health and Vitality." Leaders are Ralph Linton of Columbia University; Arthur E. Morgan, president of Community Service, Inc.; C. T. Habegger, president of the Berne (Indiana) Manufacturing Company; and A. R. Mangus of Ohio State University.

The **Second Annual Institute of Community Leadership** will meet at Syracuse University July 10-24. The institute is under the joint auspices of Syracuse University, New York State Citizens' Council and the New York State Education Department's Bureau of Adult Education, in cooperation with the Committee on Community Education of the New York State Association of Colleges and Universities, New York State Conference Board of Farm Organizations, New York State Council for the Social Studies, New York State Association of School Boards, Educational Conference Board and National Planning Association. Honorary chairman of the institute is Chancellor William Pearson Tolley, of Syracuse University; the chairman is Mrs. Rhea M. Eckel, executive secretary of the New York State Citizens' Council; the director is John W. Herring. The institute program is designed to give leaders "a practical, down to earth, introductory understanding of eleven fields . . . a knowledge of how to start, where to get the expert, how to organize, how to mobilize public support."

Massachusetts Federation Graduates First Civic Class

The first training course conducted by the **Massachusetts Federation of Taxpayers Associations** for new federation staff members was completed in April with appropriate ceremonies. The class was composed of eleven young men, most of them war veterans. "This training course," said Reginald W. Bird, president of the federation, in his address to the class, "has been a unique undertaking in the field of citizen interest in government. . . . Yours is now the responsibility for carrying on and expanding the great work which the federation has performed during the past fourteen years in arousing citizen interest in government to the end that ours may continue to be the best government in the world." Executive Director Norman MacDonald acted as toastmaster for the graduation ceremonies. Assistant Executive Director W. Neil Kimball, who organized the training class, and Research Director Elwyn E. Mariner, responsible for the curriculum and the securing of outside speakers, also addressed the class.

Duties of the new staff members will include assistance to present local associations, help in the formation of new local associations and aid to public officials in providing better government at both the state and local levels through assistance by various departments of the federation. Graduates have received assignments either to field work or to local taxpayer associations.

What, No Lottery?

"Does Massachusetts Want a Lottery?" "No!" says the **Massachusetts Civic League** emphatically. In a four-page leaflet descriptive of the evils growing out of legalized lotteries, the league urges its members to ask senators and representatives to vote against lottery bills now before the state legislature.

New Citizen Publications

The Allegheny Conference Digest is published by the **Allegheny Conference on Community Development of Pittsburgh.** "Can Pittsburgh's Housing Compete?", by Max Nurnberg, is the main article in a recent number in which tables and charts compare Pittsburgh's present housing conditions with those in various selected cities and counties. Miss Elisabeth M. Sellers is editor of the *Digest*; Park H. Martin is executive director of the conference.

The **Citizens Good Government Association of St. Joseph, Missouri,** is publishing periodically *What's What in Local Government*, a mimeographed sheet in blue which crams into its single page a lot of valuable information on "what gives" in St. Joseph and Buchanan County. Henry Rolfes, Jr., is executive secretary.

* * *

Flint School Expenditures

The executive committee of the **Genesee County (Flint) Taxpayers Association** has given considerable time to studying a report on revenues and expenditures of the Flint school system as compared with those in other Michigan cities, 24 states and the District of Columbia. The report was prepared by the association's executive secretary, G. Keyes Page. The committee's recommendations, submitted to a meeting of the association, were that: (1) "the Flint Board of Education patently needs and should have additional funds for the adequate operation of the city's school system"; and (2) "the only immediate available source of additional school revenue is an increase in the levy upon real and personal property." Specifically, the committee recommends that "in the public interest and to meet the existing emergency the Board of Directors of the Genesee County Taxpayers Association endorse the proposal of the Flint Board of Education to increase the tax rate of the city of Flint by the amount of three mills for a period of five years."

* * *

Vote for School Funds

Pointing out that its members endorsed a four-and-a-half-mill tax increase for school building purposes by a vote of 122 to ten, the **Citizen's League of Port Huron, Michigan,** urges citizens to get out and vote on "this vital question." In its April 29 bulletin, *The Citizen*, the league points out that though 21,000 persons were eligible to vote in the 1944 school election for increased millage, 19,000 stayed at home A total of 1499 voted "yes" and only 887 voted "no." "But," says the league, "a vote for an increased millage requires a two-thirds majority, so the 19,000 non-voters who stayed at home put the stamp of approval on our disgraceful school buildings just as certainly as the 887 who voted "no." Gerald F. Collins is chairman of the league's Civic Committee for Better Schools.

* * *

Report on Legislation

The *Georgia Voter*, published by the **Georgia League of Women Voters,** presents a resume of the laws of general interest passed by the legislature in its fifteen-day adjourned session of January 1946. Comments are also made on proposed legislation which failed of passage. Home rule provisions for towns, cities and counties are of particular interest to the league, says the bulletin in referring to a bill—later withdrawn—which it did not consider adequate. "The league believes," comments the bulletin, "there is legal talent in Georgia capable of drawing up a home rule bill which would give to each local government three fundamental rights: (1) the right to have its voters choose the form of local

government under which they wish to live; (2) the right to have its voters fix the terms of office, duties and salaries of its officers and employees; (3) the right to make zoning and planning laws for its own territory."

* * *

Forms of Government

The **Civic League of Pompton Plains, New Jersey,** is conducting forum discussions designed to determine the form of government most suitable to the community.

* * *

Strictly Personal

Dr. Charles E. Merriam, professor emeritus of political science at the University of Chicago, delivered three Walgreen Foundation lectures at the university on trends and problems in American democracy. His subjects were: "Bureaucracy and Democracy," "Parties and Pressure groups in Democracy," and "The Citizen's Education and Role in Democracy." Walgreen lectures are free and open to the public.

The Board of Governors of the Portland (Oregon) City Club has announced the appointment of **Miss Margaret Clarke** as executive secretary of the club. Miss Clarke was formerly in Washington with the U. S. State Department as research analyst and writer.

Emmett Salisbury, president of the Minneapolis Civic and Commerce Association, has appointed **Joyce Swan,** publisher of the *Minneapolis Times,* as chairman of its newly created Committee on Committee Personnel. This group will look over the association's membership list and select men to be asked to serve on present committees as well as a number of new committees to be appointed to help handle the growing civic burden.

Educating the Voter

The **Civic Club of Allegheny County (Pittsburgh)** and the **Allegheny County League of Women Voters** have issued a joint *Voters' Directory,* 50,000 copies of which have already been distributed. "Neither organization expresses any partisan choice among the various candidates and endorses none," says the introduction to the list of candidates for the forthcoming primary election.

The Civic Club is conducting a daily radio broadcast titled "Know Your Candidate," the purpose of which is to increase interest in the primary and to publicize the *Directory.* Each noon a special staff from Station WWSW goes to some public spot, such as a theater lobby, large store or street corner, and there conducts a fifteen-minute interview with passersby, which is recorded for broadcast that same evening. "The initial program went over well," reports Miss H. B. Scott, assistant secretary of the club, "but showed an appalling lack of information on the part of the voters."

The **Cleveland Citizens League** has devoted two of its issues of *Greater Cleveland* to reports on primary candidates. For officials to be elected within the county the league states its preferences. On state and national candidates factual information only is given with no preference expressed. Estimates of candidates are the joint opinions of the Committee on Candidates and the Board of Trustees. This year's is the 48th annual report which the organization has issued.

The **Florida Voters' League** has issued a news release on the results of its investigation of candidates for the Democratic primary. It is devoted to candidates for Congress and state offices.

* * *

Proportional Representation
Edited by George H. Hallett, Jr.
(This department is successor to the Proportional Representation Review)

An Italian Election under the Hare System

France Uses P. R. for Its New Constituent Assembly

AN ELECTION held in the little commune of Atri, Teramo Province, Italy, about twenty miles from Pescara, is significant and worth reporting for several reasons. It was the first public election by the Hare system of proportional representation held on the continent outside of Denmark. It was probably the first formal election in Italy after 23 years of Fascism. It was probably the first election in Italy at which women voted. It is evidence of the value to Military Government of the proper kind of election system, a lesson Allied Military Government never showed the slightest inclination to learn.

I arrived in Atri June 18, 1944, the day after the Germans left, and established a government in accordance with AMG policies.

As this was the first town I had been assigned to after the Rome-Pescara break-through, it was my first experience with Committees of Liberation or *Partigiani* (Partisans). I had received no instructions about them. I was astonished when the leaders of the committee informed me they had been acting in accordance with Allied radio broadcasts and that, according to those broadcasts, they were the government of the town. I convinced them that I was the government for my superiors until such time as I got further instructions. When the instructions arrived they were to the effect that there had been broadcasts and that I should use tact in handling the groups—just as short and informative as that.

Atri was one of the least politically-minded towns in the sense of parties that I visited in Italy. Although it had a 20 per cent illiteracy rate it seemed to be an enlightened community from the bottom up. Unfortunately, politics seemed to be dominated by two characters with criminal records who had established themselves as the underground leadership of the *Partigiani*. These men and their small group of supporters kept things in a constant political stir and I was tempted to follow the usual AMG practice of tossing them in jail or shipping them out of the area. I remembered my orders to use "tact," however, and held an election—the most tactful instrument I could think of.

The problem which faced me is one which faces every Military Government officer—to select civilian officials and advisers who are honorable, efficient and respected, and properly representative of the town's interests. Since Military Government is unfortunately but officially classed as a dictatorship, this problem was seldom recognized.

But the efficiency and effectiveness of any government, whether dictatorship or democracy, is dependent on the will and opinion of the people. I wanted to know what the public attitude was toward my civilian advisers and administrators. I wanted to know what the political attitudes and thinking in the community really were. The best way to find out how the people think is to let the people express themselves, and just about the most certain method of doing this is to hold a Hare system election.

I had heard vague rumors about an order against elections, but nobody had ever given a copy to me. I told my superior that unless he could give me a copy I would hold an election.

There was little selling to be done so far as the civilians were concerned. Somebody in every town in Italy always asked, "Why don't you have an election?" I called the town leaders together and announced I was going to settle the political squabbling by holding an election. All were happy about it except the two self-appointed political leaders, who knew as well as I did that they would be washed up.

It was easy to get approval for the Hare system. I simply said it was the most modern and advanced form of election. It had been so long since any of them had been concerned with the subject that none could argue the point, so they left the technical direction to me.

Votes for Women

The idea of permitting women to vote caused most controversy. I took a rather firm position from the first, thinking I would force the issue through. My attitude didn't work, however, as I had already demonstrated my willingness to discuss my responsibilities.

Everybody was an authority on the place women should play in society and spoke positively and frankly, even shockingly, on what that place was. As there were three or four in the group who were strongly in favor of women voting, the argument became fast and furious, as any Italian argument can.

When it seemed that my side was going to lose I interjected that I had read much before coming to Italy on how the women of the Abruzzi were the most beautiful and intelligent in the world, and that they completely dominated the family. I said it was extremely difficult for me to understand why the men wanted to bar the best half of the community's brains from participation in civic affairs. They were reluctant to argue this point. It was explained that this was an experimental election and that in the future they could have any kind of election they wanted if they didn't like it. Women voted.

A proclamation announcing the election for July 23, 1944, was published on July 15. It permitted anyone over the age of eighteen who had lived in the town six months to vote. Any qualified voter could become a candidate by presenting a petition with ten signatures to me by July 19. The council was for the purpose of advising me on commune affairs and to have whatever powers I or my superiors should see fit to delegate to it. The proclamation gave instructions for polling places, voting by illiterates, and voting in secret. It included a sample ballot without names of candidates and a statement on the count.

I didn't bother about provisions for registration or any of the other usually important election details. In the first place, there wasn't time. In the second place, there was no reason to believe they would be necessary. In the third place, why bother about it when you are almost a dictator and could order anybody to do anything to insure the sound conduct of the election and put anyone in jail who might attempt to interfere.

The old secretary of the commune was a great help. An Italian communal secretary is a close approximation to a city manager. This chap was one of the best. He had been a secretary for over 30 years, serving in that capacity before Fascism. He remembered where the ballot boxes used in the old days were hidden and dug them up and had them repaired. They were really first-class contraptions, much better than many I have seen in the States. They were made of steel and re-enforced glass, and had all

kinds of devices for protecting the ballots from thievery or tampering.

I described to him the election officials I would need and he, with the help of other community leaders, produced them easily. He insisted that I leave to him the arrangement of the polling places.

After the publication of the first proclamation the enthusiasm of the people fascinated me. Especially interesting was the attitude of the women toward their right to vote. There was considerable discussion about candidates but things generally were quiet.

Nominations Made

By July 19, 25 petitions were presented. The incumbent mayor's petition was not in, and I learned he did not intend to be a candidate. As he was a good man I felt it important that he run. I therefore told him that it would displease me if he were not a candidate and that unless he had some serious objections I would simply place his name on the list of candidates without bothering about a petition. He didn't object. This probably sounds like a horrible thing to do but there were reasons that made it necessary.

On July 21 another proclamation was published which contained a sample ballot with names of candidates and a repetition of voting instructions.

At 6:30 A.M. on election day the ballots, ballot boxes and other materials were distributed to the six polling places. The election started at 7:30. During the day I visited all the polling places and was pleased with the way things were going. I was especially impressed with the secret voting booths which had been arranged and also with the number of women voting. It was reported later that 30 per cent of the vote was from women. There was no disturbance whatever.

At about 1:30 we began collecting the ballots for the count. A section of the public square in front of the city hall had been roped off as a counting place. It took a lot of persuasion to get me to approve this, as I just couldn't visualize an open-air counting place. It worked perfectly, however, thanks to the lightness of the wind.

With the thought of speeding up the count I had selected far too many sorters and counters and messengers. Although they fell all over each other in their enthusiasm, things proceeded with adequate dignity and a minimum of confusion.

The only soldiers in the town, which was off the main roads of military traffic, were my British driver and two F.S.S. sergeants (British counter-intelligence). This was fortunate as it permitted us to operate without fear of interference from high rank, who would probably consider an election a communistic device and suspect me of being an agent from Moscow. The two F.S.S. sergeants had assisted me all through the planning of the election with considerable enthusiasm. Both had some academic background and one had done some extensive study in government before coming into the army. They were more certain than I that elections were against orders but thought it was about time somebody in the Allied armies showed some interest in democracy.

They were of special assistance to me during the count as one of them spoke much better Italian than I did at that time. All of our Italian was rather feeble, although it was much better than using any of my three interpreters. One of these was a deported Capone gangster who spoke no Italian when he arrived in Italy a few years previously. Another was a former laborer on the Pennsylvania Railroad. The third was a young German

Jewess who spoke very little English and far from perfect Italian. Direction of a Hare system count is a difficult matter when the director speaks the equivalent of the language of an eight-year-old.

Count Goes Smoothly

The count went off without a hitch, however, and was completed in about three and a half hours. There was only one incident which really disturbed my piece of mind. During the early part of the count one of the more prominent officials asked me what would happen in case of a tie for low man at any given stage of the counting. I was very busy at the time and without much forethought said they would both be declared defeated. It was my misfortune to have a tie occur on the next count. The official announced my decision before I knew about it and I didn't feel it would be proper to change the ruling at that time. Even more disastrous, although probably only in my own mind, a crucial tie occurred in the next to last count. It almost spoiled the whole election to have to declare these candidates defeated. Both were of the left and I felt certain that one of them might have been elected had only one been declared defeated and his votes allowed to transfer to the other whenever the other was next choice.[1]

The total number of valid ballots was 1172. With seven to be elected the quota was 147. Less than 2 per cent—22—of the ballots were spoiled. Only one man was elected on the first count and only three received the full quota. There were 250 exhausted ballots—valid votes which did not help elect anyone. The other 942, 80 per cent, did help elect someone for whom they were marked. So far as I know there was no fraud or attempted fraud.

The small number of valid ballots was about what I expected. It was large considering that the whole event took place in ten days without political parties or strong political activity The communal secretary was disappointed as he had expected several times as many votes. His explanation was that the election occurred in the middle of the harvest season and therefore everyone was busy in the field. The community was almost entirely agricultural.

This may also be an explanation of the extremely conservative results. There wasn't a single man elected who could be classified as a leftist. On the other hand, there were no reactionaries, and the conservatives could probably be better classified as liberals. As an example, the man who got most votes was one of the largest landowners in the area. He and his sons were hard-working, wholesome people who worked in the field with their peasants. There was little question that he merited being the most popular man in the commune. The commune was fairly rich and had never been much concerned about politics or Fascism. Thus the election results, as with any Hare system election, merely represented the will of the people as accurately as it could be represented.

The election proved several things. One was that the Hare system is not too complicated for any group of people regardless of their general training or literacy; second, that the Hare system is an ideal mechanism for Military Government. It enables Military Gov-

[1]Only one should have been defeated for the reason the writer suggests. A group large enough to deserve a place should not lose out just because it happens to divide exactly evenly between two candidates. The usual rule is to declare defeated the candidate who was lower on the last preceding count. EDITOR.

ernment to secure the most complete information possible about the political thinking of the community and to gain the cooperation and support of the people. It also gives Military Government confidence that it knows what the people think of the civilians it uses for government positions.

I am now convinced that Hare system elections could have been used to advantage by Military Government even in forward areas. Much of our occupation difficulties in all of Europe could have been overcome by its use and building from the bottom up.

It is not too late even now to use the plan in the occupied areas, remembering that democracy is impossible where there is no trust in the people.[2]

Unfortunately I cannot tell what happened to my town council. I was ordered to move on three days after the election and have not returned since.

ROBERT E. GARRIGAN
Former Major, AMG

France's Second P. R. Election

Because of the rejection of the proposed new constitution by the French electorate on May 5, another constituent assembly is being elected on June 2 by the same party list system of P. R. that was used in the elections of October 21. A slightly different list system had been adopted in April for the election of the single-chamber parliament proposed by the new constitution, but the adverse vote on the constitution has made the new election law inoperative. France's system for future elections will be drafted by the constituent assembly which frames the constitution eventually adopted.

[2]This policy is being partially followed in the American zone in Germany where, however, the form of P.R. used is the party list system.

County and Township

Edited by Elwyn A. Mauck

Fulton County Votes on Manager Plan

Recommendation of Grand Jury Secures Referendum

VOTERS of Fulton County, Georgia, have finally been given an opportunity to vote on the manager plan. After first rejecting the proposal, the Fulton County Democratic Committee has followed a Grand Jury recommendation to hold a referendum on the plan at the June 4 primary election. Atlanta's leading newspapers have published editorials in support of the proposal.

The grand jury reported that the manager system has been recommended since 1938 and that nine previous grand juries have urged its adoption. It declared that the manager bill which was approved by only one house of the General Assembly last year failed to pass only because of differences of opinion regarding the merits of the specific bill.

The referendum on the proposal serves to give voters an opportunity to express their desires regarding a manager plan for the county. In order that it might represent truly informed public opinion, the grand jury recommended that a series of public hearings on the issue be held before the election date.

In case of failure of such legislation to pass, the grand jury stated that it believed the county commissioners had sufficient authority to establish the office of county manager under existing law and that prevailing opinion in the county would support such a move.

Clackamas County Defeats Manager Proposal

Voters of Clackamas County, Oregon, in an election held May 17, defeated a proposed manager charter[1] by a vote of 6323 to 3321.

Merit System Recommended for Massachusetts Counties

The Committee on Civil Service of the Massachusetts state legislature has urged adoption of an extension of the civil service laws to include counties under the merit system. The committee made this recommendation despite the fact that in the public hearings various county officials opposed it bitterly. The Massachusetts Federation of Taxpayers Associations has declared:

> For years the federation has been urging such change in order to curb the odious county spoils system by which elected county officials pass out jobs as political favors . . . The committee's recommendation entirely supports the federation's contention, and is the first break in the solid wall of nepotism and favoritism behind which county government in Massachusetts has maintained itself in power through the years.

New York Counties May Become Special Welfare Districts

Under the Ostertag law, which became effective April 1, 1946, the counties of New York State may elect to become special districts for welfare purposes. Any county desiring to establish such a district must submit its plan through its board of supervisors to the State Department of Social Welfare for prior approval.

[1]Described in the REVIEW for April, page 206.

Oregon Plans Rural and Suburban Zoning

In an effort to guide the development of areas adjacent to cities, Governor Earl Snell of Oregon has appointed a committee to study the problem of rural and suburban zoning and to draft legislation on this subject for presentation to the 1947 state legislature. The newly appointed chairman of the committee has declared: "It will be the function of the committee to develop some kind of control for fringe areas outside of incorporated cities, to give some authority to boards of county commissioners cooperating with municipalities, and to bring some order out of the chaos now developing adjacent to and around cities."

A city and county planning bill was introduced in the 1945 legislature, but action on it was postponed pending further study, such as that now being undertaken.

Milwaukee County Studies Smoke Control

A Special Committee on Countywide Control of Smoke Emissions, appointed by the Milwaukee County board, is studying the problem of smoke abatement in the Milwaukee metropolitan area. A committee of the Milwaukee city council and special committees of several suburban municipalities are also giving simultaneous study to the problem.

The Citizens' Governmental Research Bureau of Milwaukee is urging that the problem is one which should come under the exclusive control of the county for the obvious reason that smoke recognizes no political boundaries.

Wisconsin Considers Piecemeal County Reorganization

The Interim Committee on County Government of the Wisconsin state

legislature recently listened to representatives of the Wisconsin Citizens' Expenditure Survey Committee regarding recommendations for modernizing county government without the necessity of a constitutional amendment. The representatives appearing before the Interim Committee suggested adoption of the following proposals to modernize county government rather than continuing further attempts to amend the Wisconsin constitution to permit optional forms of county government:

(a) Establishment of a county finance officer for each county; (b) mandatory centralized purchasing in each county; (c) elimination of many administrative boards and integrating authority in the county board; (d) coordination of traffic activities at the county level; (e) elimination of all fees as compensation for county officers; (f) improvement in committee structure of the county board; and (g) better distribution of representation on county boards.

Nevada County Commissioners Organize Association

As the result of a meeting called by Governor Pittman of Nevada to consider the matter, county boards of commissioners in the state have formed the Nevada Association of County Commissioners. Expenses of the association will be met by a fee of $50 to be paid by each county plus a prorated amount to make up the total budget, based on the assessed valuation of each county. Seventeen of the state's 23 counties were represented at the meeting.

Purposes of the organization will be, in part, to provide means for the cooperation of counties and the interchange of ideas and experience by county officials; to collect, compile and distribute to county officials information on the administration of county affairs; and to make comprehensiv studies of local problems and the ap plication of efficient methods to loca government.

County auditors and treasurers, or ganized last year as the County Fisca Officers Association, held their annua meeting on April 27 at Reno. Sixtee counties were represented.

Texas Counties Are Active

Reports from Texas indicate tha the counties of that state are busyin themselves with problems of reconver sion and future development. Some o the items recently reported include:

(1) The March short course fo county officials held at the Agricultura and Mechanical College at College Sta tion, Texas, was highly successful;

(2) The reconversion conference o the West Texas County Judges an Commissioners Association held in Am arillo in April also met with grea success;

(3) Harrison County is now receiv ing bids for the construction of memorial airport;

(4) Lamb County voters have ex pressed themselves in favor of movin the county seat from Olton to Littl field;

(5) The president of the Count Judges and Commissioners Associatio is campaigning in support of the ant diversion of highway funds amendmen to the constitution which will be vote upon in the November elections;

(6) Jefferson County has refused t grant a petition for a 40-hour wee signed by 90 per cent of the cour house employees; and

(7) Hidalgo County commissioner are suffering a case of acute frustratio resulting from their attempts to fin a sufficient number of Republicans t serve as precinct election judges.

Taxation and Finance
Edited by Wade S. Smith

New and Old Sources Bring Increased Revenues

Kentucky Receipts for 1945 Show Gain over Previous Year

AN 18 per cent increase in Kentucky state tax receipts for the first nine months of the 1945-46 fiscal year compared with 1944-45 is recorded by the State Department of Revenue in its monthly report for March. The largest increase was in consumer taxes, which rose 25.9 per cent, but a close second was license and privilege taxes, up 24.9 per cent. Income taxes rose 7.3 per cent.

The department's comparative schedules show tax receipts for the first three-quarters of the current fiscal year at $46,819,731, compared with $39,674,492 for the same period in 1944-45. Reflecting the end of gasoline rationing and approach to more normal conditions of automobile travel and trucking, motor fuel taxes rose from $9,469,188 to $11,972,564, although vehicle registration taxes dropped from $2,805,265 to $2,644,036. Despite the dearth of the more potent beverages in the retail market, taxes on distilled spirits production rose from $1,533,240 to $2,945,879. Corporate income taxes dropped slightly from $2,437,346 to $2,291,296, but individual income taxes rose from $1,777,605 to $2,232,425.

Cities Add to Revenue Sources

Over 230 cities adopted new sources of municipal revenue last year. Service charges, taxes on amusements and utilities, and business licenses were the methods most frequently used.

Refuse collection charges were adopted by more cities last year than any other new source of municipal revenue, according to a survey conducted for the *1946 Municipal Yearbook* by the International City Managers' Association. Thirty-two cities initiated such levies in 1945, including Lewistown, Pennsylvania, Vancouver, Washington, and Livingston, Montana. At least 130 cities now make special charges for refuse collection.

Adoption of sewage rental charges last year boosted to 190 the number of cities over 10,000 population now using that means to increase municipal revenues. Various methods of fixing the charge were used. Waco, Texas, imposed sewer rentals based on the number of plumbing fixtures but this year abandoned them; Xenia, Ohio, last year began a charge of $6 per residence annually; Oelwein, Iowa, bases its sewage disposal charge on water consumption.

Many kinds of amusement taxes were adopted by cities last year. Licenses or taxes on juke boxes, ranging from $7.50 to $35 annually per machine, were imposed in nineteen cities over 5,000. Athol, Massachusetts, for example, taxed juke boxes operating on Sunday $10 per Sunday. Pinball machines and other coin-operated amusements were taxed for the first time in thirteen cities. Spokane, Washington, expects to realize $100,000 this year from its new 5 per cent tax on income from slot machines.

In several cities movies, theaters and exhibitions were taxed for the first time last year. In some cities amusement taxes were based on a flat rate of two or three cents a ticket. In San Bernardino, California, Norfolk, Virginia, and other cities the amusement tax was based on a percentage of the admission charge. Another variation of the tax was used in Aurora, Illinois,

where the tax was fixed on the basis of the seating capacity. In San Diego, California, a new tax was imposed on amusement parks based on floor area.

Adoption of public utility taxes is also reported increasing. These taxes vary from a percentage of telephone company receipts to a levy on water and light bills. Nine cities taxed buses for the first time while eight other cities placed municipal taxes on autos.

Business licenses and fees adopted by many cities are expected to boost municipal income substantially. Redondo, California, officials expect that one-fourth of the city's revenue will come from business licenses alone.

Revenues from Gasoline Tax Increase

Ten states collected more than $25,000,000 each from gasoline tax revenues in 1945. This was cited in a recent report of the North American Gasoline Tax Conference which listed total receipts from state gasoline taxes during the past year as $849,600,000—an increase of 13 per cent over 1944 collections which totaled $747,400,000.

Of the ten states that lead the nation in revenue collections from this source, Florida with its levy of seven cents a gallon had the highest tax rate of the group. North Carolina collected six cents per gallon while Indiana, New York, Ohio, Pennsylvania and Texas imposed a tax of four cents per gallon. California, Illinois and Michigan collected three cents per gallon.

The ten leading states with the amounts collected by each from gasoline taxes during 1945 are: California—$58,000,000; Florida—$25,500,000; Illinois—$37,700,000; Indiana—$25,900,000; Michigan—$29,100,000; New York—$53,200,000; North Carolina—$26,500,000; Ohio—$47,500,000; Pennsylvania—$47,600,000; and Texas—$58,100,000.

Three states increased the rate of their gasoline tax during 1945. Oklahoma raised its tax from 5 1/2 cents per gallon to 7 1/2 cents and provided that this new rate, the highest in the country, remain in effect until December 31, 1946. Idaho's tax increase was from five to six cents per gallon and is to remain in effect until March 1, 1947. The rate in Iowa was boosted from three to four cents. Earlier this year, Virginia increased its rate from five to six cents per gallon.

Nationally, the peak of revenue from state gasoline taxes was collected in 1941 when receipts totaled more than $1,000,000,000. The wartime low in collections was 1943 when state revenue from this source dropped to $719,200,000.

States Make Appropriations for Welfare

Of the fourteen state legislatures holding 1946 sessions nine already have enacted major medical and welfare legislation with large appropriations for new hospitals, psychiatric services and city relief, according to the American Public Welfare Association.

Kentucky's increased welfare appropriations include $1,000,000 for operation of its new 1,600-bed psychiatric institution acquired from the army, and boost per capita maintenance cost of mental patients approximately 50 per cent. Another Kentucky enactment provides $3,000,000 to complete the $4,500,000 statewide project of five 100-bed tuberculosis sanatoriums.

Kentucky has also authorized formation of medical service corporations. All licensed physicians in a county are eligible to join and all subscribers may choose the physician to attend them, but at least 51 per cent of the licensed doctors in a county must sign up before a corporation can be formed.

California has appropriated $3,300,000

for the purchase or lease of hospital facilities to relieve overcrowded state mental institutions. New York legislators have provided for creation of a comprehensive training program for physicians in psychiatry and neurology and have added a hundred resident physicians to staffs of state mental hospitals and schools for the mentally deficient.

Incorporated in sweeping New York welfare legislation is provision for reimbursement to cities of 80 per cent of all relief costs as a means of stabilizing municipal finance in bad times. Reimbursement comes from both federal and state funds. New York's legislation also furthers coordination of state, county and city welfare activities.

Virginia has enacted legislation authorizing the Supreme Court of Appeals to grant licenses for hospital construction.

Missouri legislators created a Department of Public Health and Welfare to incorporate administration of old-age pensions, aid to dependent children, direct relief and other welfare services. Idaho created a four-man commission "to manage and operate" charitable institutions including state hospitals and the soldiers' home.

M.F.O.A. Convention Announced

The 1946 annual conference of the Municipal Finance Officers Association will be held June 10-13 in Richmond. Among the subjects to be discussed by speakers and by round table groups will be city revenue sources, salary and wage problems and policies, planning and marketing municipal bonds, public works and housing, employee retirement plans and accounting.

The conference will take place with Carl H. Chatters, its executive director for many years, on leave of absence. Mr. Chatters left in mid-April to serve with the U. S. Occupation Forces in Germany as chief of the Public Finance Section, Public Finance Division, Office of Military Government. His absence from the country during the period when American cities are making the transition from war to peacetime conditions is regrettable, but the need for Mr. Chatters' services abroad has been described as equally pressing.

In Mr. Chatters' absence, the executive director of the association will be Miner B. Phillips, formerly controller of Pasadena, California, and president of the association in 1938-39. Mr. Phillips was granted a military leave of absence from his Pasadena duties three years ago, to serve with Military Government in Africa and Europe. With the rank of lieutenant colonel, he served as chief finance officer for MG in Bavaria. He leaves Pasadena, where he recently returned, to assume direction of the association.

Local Bond Authorizations Rise

During April voters in 182 communities in 31 states approved issuance of new state and municipal bonds aggregating $84,775,800, compared with approvals totaling $36,689,000 in April 1945. According to *The Daily Bond Buyer*, which compiles the figures, the April 1946 total was the largest on record for that month. It was also the largest since November 1945, when proposals submitted at general elections carried approvals for the month to $214,777,000.

The Bond Buyer's tabulation shows aggregate state and local bond authorizations of $162,186,000 for the first four months of 1946. This was more than three times the $52,739,000 approved for the first four months of 1945, compared with $23,553,000 autho-

rized in the four-month period of 1944 and the wartime low of $1,929,000 approved in the first third of 1943.

Most of the units which authorized new bonds during the war experienced delays, arising mainly from shortages of materials and labor, before the bonds could be sold. This year bonds of some of the older authorizations have been coming on the market, and there has been a tendency for the more recent authorizations to be sold shortly after the voters give their approval. State and municipal bonds sold in April amounted to $72,753,585, according to *The Bond Buyer*, or somewhat less than the new authorizations for the month, but for the first four months of 1946 sales were nearly double authorizations, and amounted to $313,825,186. This was less than the $350,352,337 sold in the first four months of 1945, but a greater amount than was marketed in the first third of any other year since 1941.

Greater Cleveland Votes Big Improvement Program

At the May 7 primary, voters of Greater Cleveland approved bond issues and tax levies for capital improvements, to be constructed during the next six or seven years, aggregating $58,590,000. Counting the matching money which approval of these issues is expected to make available, the total anticipated amount available for improvements is over $80,000,000.

Specifically, the voters approved eighteen Cleveland city bond issues totaling $35,350,000; five county issues, $14,055,000; seven suburban issues, $2,825,000; and a Cleveland School District six-year improvement levy of .8 mill expected to yield about $1,060,000 a year.

The *Cleveland Plain Dealer* described the election as "unique in being the first at which the city of Cleveland, Cuyahoga County and the Cleveland Board of Education joined in a unified effort to get approval of a large capital improvement program affecting all three."

The program was developed and presented as a unit, with the vigorous support of all the governments concerned as well as that of the newspapers, a special campaign committee of 1000, and substantially all civic, business and welfare organizations. There was no organized opposition.

The coordinated program and campaign were the culmination of two years of effort. The Metropolitan Cleveland Development Council, representing a cross section of the civic interests in the community, worked to bring about the timely planning and sifting of the postwar improvement projects of the several governments and to secure a coordinated program which would be financially sound and meet the principal over-all needs of the area.

The financial aspects of the program were based upon a study by Dr. and Mrs. Thomas H. Reed, representing the National Municipal League's Consultant Service, at the request of the Cleveland Bureau of Governmental Research and the development council. This study showed that by scheduling the issuance of the bonds over the next six or seven years, the program can be financed without increasing the present tax rate for debt. This proved a potent argument with the voters.

Improvement issues must have 65 per cent of the votes in Ohio. This hurdle has tripped up many projects in the past. In the light of history, the 73 to 84 per cent votes won by the city and county propositions on May 7 seemed quite phenomenal to Clevelanders.

The suburban issues were adopted by votes ranging from 69 to 90.4 per cent. Two other suburban issues obtained majority votes but failed to meet the 65 per cent required.

Another significant fact is that substantially more people voted on the issues than in the party primaries. The total Cuyahoga County vote for governor was 138,052 as against a range from 147,730 to 158,452 on the county issues. It is true there were no major contests in the primaries and that, as a writer for the *Plain Dealer* reported, the primary "produced one of the most apathetic campaigns and the lowest total vote of any election on record." Only a little more than one quarter of the registered voters came to the polls at all. Nevertheless, the fact stands that the campaign on issues interested more voters than the personalities of candidates. It also may be noted that the approximately 100,000 Cleveland city voters who expressed themselves on the issues were almost four times the number who voted in a special election in February on a charter amendment for an increase in the city's operating levy.

Most of the voters responded to the campaign argument to approve all issues as essential parts of a single program to modernize and refurbish the public plant. The issues presented covered the widest possible variety of tax-supported public works, including city and county hospital facilities, health centers, airport development, parks and playgrounds, highways, bridges, sewers, cemeteries, shade trees, zoo improvements, river straightening, county administration building, and public safety buildings. Hospital, health and sanitary facilities generally received the highest favorable votes.

JOHN BEBOUT

Local Affairs Abroad

Edited by Edward W. Weidner

New Zealand Committee Urges Reorganization

Probes Consolidation and Local - Central Relations

THE select committee on local government of the New Zealand Parliament issued a far-reaching report in November, suggesting numerous modifications of the present system of local government. Two problems were uppermost in the committee's mind.

First of all, the problem of consolidation presented itself in several ways. The country has long been hampered by too many special or ad hoc units of local government such as rabbit, hospital and harbor boards. Then too the metropolitan units of government are not suited to the present extent of urban growth; much overlapping exists.

In the second place, the problem of the change in functions of local and central governments during the last few decades is a difficult one. For administrative efficiency and budget adequacy, some alterations in the present distribution of functions and intergovernmental financial relations is essential.

To meet the first problem, the report suggests a local government commission with wide powers relative to consolidation. To meet the latter, the report recommends certain functional and financial readjustments.

Hardly had the report been issued when many local authorities, fearing damage to some local interest, passed resolutions opposing various parts of it. The surprising fact, however, is that there has been much general approval of the report. Probably repre-

senting the preponderant body of thought, *Board and Council* editorialized: "In general the report is a sane and sober document. It is to be hoped that the government will give to it the careful study which it warrants."[1]

Recommendations

A summary of the principal recommendations in regard to the reorganization of function and area as given in the report is as follows:

"(1) In the districts of many territorial local authorities the area does not correspond with the community of interest. As a consequence in some districts . . . there are several territorial local authorities administering an area which could be administered by a single responsible body. In some cases urbanized areas of counties adjacent to boroughs should be included in the borough. In some cases smaller counties could with advantage be amalgamated among themselves or absorbed by larger counties.

"(2) There are too many hospital boards in New Zealand at the present time. We recommend that steps be taken at a very early date to reduce considerably the number of hospital boards. . . .

"(3) Some electric power districts are too small to operate as efficient units and should be amalgamated with larger boards. In some cases small territorial local authorities are operating electric power distribution. These could be more effectively administered by a larger power board to include these urban areas.

"(4) While there may be a case for the retention of some of the larger rabbit boards, we think that in general the problem of rabbit destruction should be the responsibility of the county councils. The actual decision as to which rabbit boards should be so absorbed should be left to the local government commission discussed below.

"(5) While there may be a case for the retention of large drainage and river boards, the territories of which extend beyond the territory of one county, yet in general we think that land drainage and river protection should be made the responsibility of the county councils. The implementing of the decision should be left to the proposed local government commission

"(6) There is a pressing need for a thorough overhaul of the whole position of the harbor facilities of the dominion, particularly as to the smaller ports. There is some evidence that there should be some readjustment of the boundaries of harbor districts.

"(7) Although the destruction of noxious weeds is at the present time the responsibility of the county councils, many of these bodies do not accept their responsibility. Steps should therefore be taken to compel county councils where noxious weeds are a menace to proceed effectively with their destruction. . . .

"(8) We therefore recommend that a permanent local government commission be set up, which shall consist of three salaried members, the chairman to have the status of a judge of the supreme court, one member to be appointed by the government because of his knowledge of local government, and the third member to be appointed from a list of nominees submitted by the various national associations of local bodies.

"This commission should have the responsibility of carrying out a survey of the problem of area and function of all local authorities in the dominion, and of drawing up schemes for reorganization. The commission should not only deal with the amalgamation of like bodies, but also with the absorption of internal bodies such as

[1]See *Board and Council*, November 14, 1945, pages 1-5.

rabbit, drainage and fire boards by the territorial local authority and, generally, with the areas and functions of local bodies in the dominion. We recommend that when such a commission is set up the problems of Auckland, Christchurch, and of hospital boards should be among the first to be dealt with.

"The commission is to be responsible to Parliament. Its reports are to lie on the table of the house for 30 days, and if not objected to, to become law. If objected to by a local body through its members of Parliament, the specific questions under discussion should be submitted to a committee of the house which would have the right, if necessary, to amend the report in any particular. Once the report is adopted by the house it should become law.

"It is recognized that to put this recommendation into operation will require legislation, and we recommend that this legislation be proceeded with during the present session of Parliament. It is not considered that statutory action will be necessary in every case of reorganization if adequate powers are given to the commission.

"We do not consider that a poll of taxpayers should be required subsequent to the findings of the commission."

Other Recommendations

In addition to suggesting certain modifications of the tax system as regards hospitals, county highways and lands of natives, the report recommends:

(1) Certain enterprises of the central and local governments should pay rates the same as private enterprises;

(2) Profits from electric utilities should not be used to lower rates;

(3) Fire protection should be the responsibility of the territorial local authority. This means that, except in exceptional cases where the fire district extends over the area of more than one territorial local authority, fire boards should be abolished. In order that insurance companies may have representation, it is recommended that every locality be required to set up a statutory fire committee, and to give it full administrative powers except in the matter of raising a loan or striking a rate. The insurance companies should have representation on this fire committee. The implementing of this proposal should be left to the proposed local government commission.

It is recommended that there be a redistribution of fire protection costs, based on the government's paying not more than 20 per cent, insurance companies 50 per cent, and the local authorities approximately 30 per cent. The justification for the increase in government subsidies is the large number of central government houses, the increasing amount of its property, and the large amount of produce owned by the state which is not insured in New Zealand and does not pay anything towards fire protection.

(4) More attention should be paid to the problem of recruiting and training local government officers, and local authorities should be encouraged to establish retirement systems. More uniformity in salaries for the same work in different local authorities would be desirable.

(5) Local authorities should be given considerably increased powers in regard to regional planning.

Plural Voting

After a disagreement between the two houses of the Western Australian Parliament, the government provision for the abolition of plural voting at municipal elections was deleted from the bill to amend the Municipal Corporations Act.

(Continued on Page 332)

Books in Review

The Structure of Local Government. By Donald G. Bishop and Edith E. Starratt. Washington, D. C., National Council for the Social Studies of the National Education Association, 1945. 140 pp. 50 cents.

Parties and Politics in the Local Community. By Marguerite J. Fisher and Edith E. Starratt. Washington, D. C., National Council for the Social Studies of the National Education Association, 1945. 143 pp. 50 cents.

These studies are the first two of a *Community Study Series* planned by the Maxwell School of Citizenship of Syracuse University, whose distinguished dean and co-editor of the studies, William E. Mosher, died about a year ago. The pamphlets have been prepared for the use of teachers of social studies in the secondary schools. "Those interested in the program," says Dr. Mosher in the preface of the first-named volume, "have come to the conclusion that one can derive about the same advantages from the community as a laboratory as the natural scientists do from their physics or chemistry laboratories." Each volume is divided into two sections: an analysis of the problem and teaching aids, the latter prepared in both instances by Edith E. Starratt.

In the volume on local government by Donald G. Bishop, chapters have been devoted to each of the various local units—city, county, township, village, etc. The author has done an excellent job in general. Material is well organized. Chief defects are the use of outdated figures and failure to mention such tools of government as proportional representation for election of city councils. His comment on the NATIONAL MUNICIPAL REVIEW that articles "are written for city officials but contain much information of value to the citizen," might well be reversed.

In the second volume Dr. Marguerite J. Fisher analyzes not only political parties, especially at the local level, but also the methods by which the citizen makes his wishes known—nominations, campaigns, suffrage, registration, elections. One chapter is devoted to an informative discussion of citizen groups and their activities. Her material also suffers somewhat from the use of outdated references.

Both volumes include bibliographies and should fill a long-felt need in high school civics classes.

Freedom and Responsibility in the American Way of Life. By Carl L. Becker. New York, Alfred A. Knopf, 1945. xii, 126 pp. $2.50.

This volume contains five lectures delivered under the auspices of the William W. Cook Foundation at the University of Michigan. Subjects covered in Professor Becker's talks include The American Political Tradition, Freedom of Speech and Press, Freedom of Learning and Teaching, Constitutional Government and Private Economic Enterprise. An introductory essay on the life and influence of the author, who died a few months after delivering the lectures, is by Vice President George H. Sabine of Cornell University.

Additional Books and Pamphlets

Aviation

Airports: Location, Design, Financing, Zoning, and Control.[1] Chicago, American Public Works Association, 1945. 24 pp. $1.

National Policy for Aviation. Aircraft Production—Air Forces—Air Com-

[1] A portion of the proceedings of the 1944 Public Works Congress, St. Paul, Minnesota.

merce. A Statement by the NPA Board of Trustees and a Report by the NPA Advisory Committee on the Aircraft Industry. Washington 6, D. C., National Planning Association, 1946. 68 pp. 50 cents.

Building Codes

Your Building Code. By Miles L. Colean. New York 18, National Committee on Housing, Inc., 1946. 29 pp.

Council-Manager Plan

Recent Council-Manager Developments and Directory of Council-Manager Cities. Chicago, The International City Managers' Association, 1946. 20 pp. $1.

Education for Public Service

Educational Preparation for Public Administration. A List of Colleges and Universities Offering Programs of Training. Chicago 37, Public Administration Clearing House, 1946. 13 pp.

Police Science and Administration—State College of Washington. Pullman, State College of Washington, Department of Police Science and Administration, 1946. 43 pp.

Housing

Veterans' Emergency Housing Program. Hearings on H. P. 4761. Statement by Wilson W. Wyatt, National Housing Administrator and Housing Expediter, before the Committee on Banking and Currency, United States Senate. Washington, D. C., National Housing Agency, 1946. 42 pp. Charts.

Municipal Regulation of Temporary Housing and Prefabricated Construction. By Roy H. Owsley. Chicago 37, American Municipal Association, 1946. 33 pp. $1.

Municipal Authorities

A Report of the Committee on Municipal Authorities of the Joint State Government Commission to the General Assembly of the Commonwealth of Pennsylvania. Harrisburg, Joint State Government Commission, 1945. 56 pp.

Planning

Rehabilitation in Boston. A Progress Report on Reconditioning, Project Costs and Benefits to Developer City and Tenants. Boston 8, City Planning Board, 1946. 81 pp. Maps, charts.

Price Control

The End of Price Control—How and When? A Statement on National Policy by the Research Committee. New York 17, Committee for Economic Development, 1946. 14 pp.

Public Safety

Eleven Comprehensive Services in Driver Education and Training Available to High School Administrators. Washington 6, D. C., American Automotive Association, 1946. 24 pp. Illus.

Let's Look at the Record. A statement of the case for the 190,000 people who face death by traffic accidents in the next five years. Address by Norman Damon. New York 17, Automotive Safety Foundation, 1946. 19 pp.

Manual for Chiefs of Police for the Operation of the Police Traffic Safety Check. Evanston, Illinois, International Association of Chiefs of Police, 1946. 16 pp.

Recreation

The ABC's of Public Relations for Recreation. A Primer for the Recreation Worker. New York 10, National Recreation Association, 1946. 64 pp. Illus. 85 cents.

Streets

Current and Suggested Street Cleaning and Maintenance Practices in American Cities.[1] Report of APWA Committee on Street Cleaning and Committee on Street Maintenance. Chicago, American Public Works Association, 1945. 18 pp. 75 cents.

The Dynamics of Street Outlay and Design for Urban Traffic.[1] Chicago,

American Public Works Association, 1945. 18 pp. $1.

Taxation and Finance

Balances in State General, Highway, and Postwar-Reserve Funds in 1945. By N. B. Gerry. Washington 25, D. C., Bureau of the Census, 1946. 8 pp.

Marketing Municipal Bonds. Some Practical Suggestions. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1946. 12 pp. 50 cents.

Municipal Payroll Accounting. Chicago, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, May 1946. 30 pp. 50 cents.

A Postwar Program of State Aid for Schools. Based Upon Four Studies of the Financing of Public Schools in New York State. By Arvid J. Burke. Albany 6, New York State Teachers Association, 1946. xxx, 135 pp. Charts.

Unfinished Business in American Education. An Inventory of Public School Expenditures in the United States. By John K. Norton and Eugene S. Lawler. Washington 6, D. C., American Council on Education, 1946. 64 pp. Charts, illus. $1 (reductions on quantity orders).

Townships

A Digest of the Minutes of the Twentieth Annual Convention of the Pennsylvania State Association of Township Commissioners. Philadelphia, the University of Pennsylvania, Institute of Local and State Government, 1946. 19 pp.

Transportation

A Transportation Symposium: Waterways, Airways, Railways, and Highways.[1] By Major General Eugene Reybold, Jack Frost, R. S. Henry, and H. S. Fairbanks. Chicago, American Public Works Association, 1945. 34 pp. $1.

LOCAL AFFAIRS ABROAD

(Continued from Page 329)

Reorganizing Municipal Government

Governments in three Latin American nations have recently taken steps to reorganize their municipalities.[1] Panama's new projected constitution provides for municipal councils in each district, members of which shall be elected for four-year overlapping terms. The initiative and referendum is provided also, and a mayor is to be elected every two years. Governors of the provinces are appointed by the national executive, and it is provided that "the state may temporarily take over municipal responsibilities when need arises from epidemics, serious public disturbances, and for the general public welfare according to law."

In Peru a committee has been appointed to draft a reform of the organic laws of municipalities. Meanwhile, temporary local councils have been provided, to be selected by electoral assemblies in each department (an area administrative subdivision), the assemblies composed of certain designated functional representatives and the municipal councils to include functional representation as much as possible. The local elections will be the first municipal elections held in Peru in 30 years, and for the first time in the nation's history, women will be given the right to vote.

The government of Venezuela has issued new regulations for municipal powers and organization. The civil heads of state districts are given power to appoint and remove municipal attorneys and municipal revenue administrators and to prepare and issue income and expense ordinances with the advice of the municipal boards.[1]

---

[1] *Boletin* of the Panamerican Commission of Intermunicipal Cooperation.